REPORT

OF

THE COMMISSION ON SPECIAL PROTECTION SERVICES

IN

THE DEPARTMENT OF SOCIAL SERVICES

PROVINCE OF NOVA SCOTIA

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TABLE OF CONTENTS

PAGE

I. INTRODUCTION 1

II. THE HOME 10

III. THE SCHOOL 18

IV. THE COMMUNITY 21

V. THE INSTITUTIONS 27

VI. THE FAMILY COURT 57

VII. ADMINISTRATION 84

VIII. FUTURE DEVELOPMENTS 88

IX. REFERENCES TO MAJOR RECOMMENDATIONS 103

APPENDIX A 106

APPENDIX B 108

APPENDIX C 110

APPENDIX D - Report of the Commission on Special Protection Services in the Department of Public Welfare, Province of Nova Scotia, January 31, 1973, revised March 5, 1973.

APPENDIX E - Interim Report submitted by Angus MacKillop

APPENDIX F - Final Report submitted by Angus MacKillop

I. INTRODUCTION

Appointment and Terms of Reference

In October, 1971 The Honourable Allan E. Sullivan, then Minister of Public Welfare for the Province, appointed the Commission to conduct a study of the Special Protection Services of The Department of Public Welfare of the Province of Nova Scotia.

The terms of reference were:

(1) To study the existing programs, facilities and structure of the Special Protection Program, including the Family Courts, the Nova Scotia School for Girls and the Nova Scotia School for Boys; consideration to be given to the impact of the new proposed Young Offenders'Act on these services;

(2) To make recommendations to the Minister for improving the organization and operation of the total Special Protection Program.

Following the appointment of the Commission the Federal Government withdrew the Young Offenders' Bill, and it was agreed that this aspect of the study would be dispensed with. It was understood that the Commission would not commence work until January, 1971. The schedule of the Commission was disrupted by unforeseen circumstances which affected the ability of the Commissioners to begin the study as early as had originally been anticipated.

METHODOLOGY

In January and February, 1971 the Commission set about familiarizing itself with the philosophy and operations of the Special Protection Service. Complete co-operation was received from the departmental staff. The process involved briefings by senior departmental officials, examination of legislation, reports and working papers, and conferences with those involved in the daily operation of the program.

It was agreed that the Commission should solicit briefs and submissions from members of the public, concerned professionals and representatives of agencies and institutions. Invitations were directed to a large number and advertisements were inserted in local and provincial newspapers.

During the months of May and June, 1972 the Commission held public hearings in Halifax, Sydney, Yarmouth, Truro, and Amherst. A list of those who made submissions is contained in Appendix A and copies of these briefs are on file in the office of the Minister of Social Services.

The Commission visited all communities in which Family Courts were operational and, in many cases, attended the proceedings of the Court. The Commission met individually with most of the Family Court judges, in many instances on more than one occasion, and convened a meeting of the judges to discuss matters of common concern.

The Commission also met with Probation Officers in many centres, enforcement officers, court officials and administrators.

The Commission visited the Nova Scotia School for Boys on approximately six separate occasions. These visits involved meetings with the staff, observation of and participation in the daily program, informal conversations with the residents, and an opportunity to examine and analyze case records of the institution. The same approach was adopted with respect to the Nova Scotia School for Girls although less time was available for extended visits. The Commission met privately with the Superintendents of the two institutions on a number of occasions.

At each institution the Commissioners attended a meeting of the Advisory Board and met informally with members following the meeting.

In addition to interviewing the young people in residence at the institutions, the Commission wished to meet with "graduates" of the system who had returned to the community and were either in school or held jobs on a regular basis. An opportunity of such a nature was arranged and the meeting was conducted informally and the anonymity of those who attended was preserved. It proved useful to the Commission to spend an evening in discussion with these individuals and the conversation produced a number of concrete suggestions for change.

The Commission was able to examine and analyze a large number of files at both institutions. This was not the case with respect to the Family Courts where time precluded a detailed consideration of the records.

The budget of the Commission restricted travel outside the province to a minimum. Appendix B contains a list of those experts with whom the Commissioners were able to consult in Ontario and Quebec, together with a list of the institutions visited.

The Commission met with a great number of professionals in Nova Scotia, all of whom are deeply concerned about the Special Protection Program and who brought their expertise to bear upon specific problems raised by the Commissioners. In addition, the Commissioners met with a number of individuals who had been associated over the years with the Special Protection Program but were no longer involved.

The Commissioners wish to acknowledge the contribution made by these individuals who gave fully of their time and frankly of their thoughts.

In particular, the Commissioners wish to acknowledge the assistance of W.T. McGrath, Executive Director, Canadian Criminology and Corrections Association, who served as consultant to the Commission.

It had been anticipated that the Report might be available before the end of 1972. However, in June, 1972 the Commissioners visited the Nova Scotia School for Boys. At that time the state of the academic program and the educational facilities at that institution caused the Commissioners to consult immediately with the Minister and Deputy Minister.

It was agreed that the situation was such that a detailed report and recommendations on the academic program were required immediately. The Minister then appointed Angus MacKillop, Superintendent of Schools, Sydney to conduct this aspect of the study. It was agreed that Mr. MacKillop's Report would be filed with the Commission before October 31st, 1972.

Mr. MacKillop's findings were made available to the Commission in October whereupon the Commissioners again visited the institution in question for further discussions with the staff.

Prior to this the Commission had met with senior officials of the Department to advise them, in a preliminary way, of their tentative conclusions so that proper budget preparation could be made. In effect, a preliminary oral report was made in the Fall of 1972.

On January 31, 1973 the Commission filed with the Minister its preliminary report on the Academic Program at the two institutions. The Final Report was filed on March 5, 1973, on the understanding that it would form part of the Commission's Report. The Commissioners filed the Academic Report in advance of the Final Report due to the fact that many of the findings and recommendations had serious implications for planning, staff and budget, and it would have been unwise to delay, in any way, the availability of this information.

Following the submission of the Academic Report further meetings were held to discuss the recommendations with the staff concerned.

Cost

The Commission was not provided with resources sufficient to permit a cost analysis of on-going or proposed programs, nor do the Commissioners possess professional expertise in this area. Therefore, it was agreed that a cost analysis of the recommendations would not be included in the Report.

Substantive Law and Procedure

Although the terms of reference do not explicitly include an examination of substantive law and procedural rules of the Family Court the Commission feels it is useful to comment, from time to time in the Report, on specific matters which are affected by existing legislation.

The Commission wishes to draw to the attention of the Minister the fact that the Law Reform Commission of Canada has selected the area of Family Law as a matter requiring urgent consideration. The Law Reform Commissions in Ontario, British Columbia, Alberta, Newfoundland and Quebec are considering proposals for reform in Family Law. It would appear that action should be taken, through appropriate channels, to ensure that Nova Scotia gains the benefit of these research studies and unnecessary duplication in research is avoided.

Format of the Report

The Commissioners had some difficulty in determining the most effective way in which to present the findings and recommendations.

The Commissioners do not apologize for what may appear to be a number of instances of repetition. Rather, many of these matters require action and, therefore, bear repeating.

Recommendations appear in each Part. A Reference to Recommendations is contained in Part IX.

Acknowledgments

We wish to acknowledge the full co-operation we have received from all members of the Department and from all Judges of the Family Court.

In addition, the Commission acknowledges a number of letters of concern from individual citizens of this province.

Representatives of the press, radio and television have greatly assisted the Commission by publicizing its terms of reference and by reporting on the public hearings.

Conclusion

In attempting to discharge its responsibility, at no time has the Commission considered itself expert in the field of Special Protection Services. Furthermore, as the Commission moved more deeply into its task, it became increasingly evident that there would not likely be any startling or revolutionary recommendations to put forward.

Many of the facts are self-evident and much of what is needed is or has been recognized for some time.

The great concern lies in the fact that society, the government, and the Department of Social Services, have not to this time dedicated themselves to the provision for obvious needs in this connection.

The principal contribution, therefore, that this Commission is likely to make lies primarily in the strength its Report can bring to the implementation of already long overdue changes.

Therefore, to those who read the Report and cast it aside with the comment "There's nothing new in that", the Commission replies "Therein lies the tragedy and the urgency for the implementation of these recommendations."

The Commission feels that the time spent in talking with people and visiting resources and facilities in preparation for this Report justifies it in re-emphasizing and focussing the beam of the spotlight on some rather obvious conclusions and recommendations.

II. THE HOME

The frame of reference given the Commission limits study to the Special Protection Services Section of the Family and Child Welfare Division of the Department of Social Services. It became evident early in the work of the Commission, however, that the home, the school, and the community could not be ignored because of their obvious relevance to any program or procedure followed by the Courts or the Institutions providing services for young people in trouble. Furthermore, the interdependence of these three is of such an intimate nature that any change in one immediately influences the other. The success of any program of treatment and rehabilitation of young people must involve all three to attain at least some measure of success.

The importance of the home in the life of any young person cannot be exaggerated. Child Welfare Agencies have been asserting this fact from the time of their inception. Their programs and policies have always reflected concern for the home. This same philosophy has been enunciated by the Church from early days and the findings of the Social Sciences, particularly Sociology and Psychology, have added their weight to the belief that the "best place for a young person is in its own home".

From time to time society has attempted to find other resources for young people in trouble when their homes were ineffective, broken or completely lacking. As history has unfolded, we have placed emphasis on various substitutes such as Alms Houses, apprenticeship or indenture systems, orphanages, young people's centres and a wide variety of institutions, as well as foster homes of varying sizes and descriptions. These emphases notwithstanding, there has remained a strong belief that the young person's own home has special virtues and attributes that are hard to find elsewhere.

Experience has demonstrated the validity of this philosophy and today as we witness a weakening of home influence and an apparent breakdown of family life, new and alarmingly destructive forces tug at the roots of the basic unit of society, the family. Some of these forces which threaten are the increase in the use of alcohol and drugs; the increase in cases of desertion, separation, and divorce; and the increase in cases of theft, assault and more serious delinquencies among juveniles. These, along with what appears to be a basic reordering of values and responsibilities, have led to increasing emphasis on the need for pre-marital counselling, family planning and family life education. Much greater emphasis must be placed on such programs if we hope to strengthen home life to serve the growing needs of our young people. At present these programs suffer from lack of proper financing and an adequate supply of qualified personnel. Essential programs of this nature must be strengthened and brought to the forefront of our social planning and social action. If the home is to remain the stronghold of child care and perform its intended function when young people are in trouble, provision must be made to strengthen and fortify family life.

Nearly all briefs received by the Commission and the testimony of child welfare personnel as well as officials of the Family Courts and the two Training Schools urged the necessity of providing additional resources so that families and homes will be better able to cope with the multiplicity of pressures and problems which beset them and their young people.

In response to the almost universal pressure brought to bear on the Commissioners by persons qualified to express an opinion, the Commission RECOMMENDS that the Department take immediate steps to provide leadership in organizing and strengthening such services as pre-marital counselling, family life education and family planning education so that they will be available to all communities in the Province. The brief presented by the Family Service of Eastern Nova Scotia strongly recommends this in discussing the need for community counselling services. In this connection, the brief comments:

> The service would deliver to the community a variety of skills in the counselling area. These skills would include individual, family, and group counselling. Specific expertise would be required in working with a variety of target groups including the pre-school child, latency-child, the adolescent, married couples, and geriatric groups.

Again the brief states:

> This community counselling service would have as one of its prime functions the development of primary prevention. This would imply the identification of effective intervention techniques and processes to support healthy family functioning.

In her brief Professor Joan Gilroy of the Maritime School of Social Work and who was formerly associated with both the Nova Scotia School for Girls and the Nova Scotia School for Boys comments as follows:

> The final area is a specific one in programming, one which I consider to be especially important and generally neglected, that is, instituting ongoing and sound programs of family life education ...

Although Professor Gilroy is recommending the introduction of family life education programs within the institutions, it is apparent that such programs can only have real value as long as they are effectively used by the young people when they return home. Therefore, by inference and indirection, Miss Gilroy points up the need for marital counselling and family life education programs in the homes of young people who find themselves in trouble.

Of special concern to the Commission are homes where young people need special support and help. Apparently many homes are ill-equipped to provide the help and guidance needed. This problem becomes particularly acute when young people are returned to their homes on probation or when they are returned from one of the Training Schools on after care. In fact, there is considerable evidence to indicate that many of the homes contributed to the problem and have the capacity to do little more than perpetuate or in some instances accentuate the original problems.

From the Family Court officials and from the personnel at the institutions, as well as from the representatives of child caring institutions and from some of the experts consulted, the Commission learned that at these critical times in the life of a family special help and guidance are frequently needed. Unfortunately, in this province the essential help is not always readily available. As a result young people and children are returned to circumstances and conditions which deny success, in spite of the good offices of probation or after care personnel. Instances are quoted of young people who after spending a period of time in one or other of the Training Schools ask not to be sent home because they know they lack the strength to withstand the forces and influences they will face. The Commission was told of one young person (whose mother had deserted) being sent home to a rejecting stepmother. Another instance is told of one young person who was sent home on after care and who returned voluntarily within a day or two and begged to be permitted to live in the institution to take advantage of a special educational program which had been arranged.

Normally, the Special Protection Services Section regard it as a responsibility of the probation officer or after care worker to provide service to the family while a young person is in the care of the Court or the Institution but there is ample evidence to indicate that these persons have insufficient time to spend with their charges let alone the families. In general, their case loads are heavy. In addition to visiting with and counselling their charges at home or in the institutions, they are responsible for carrying other duties such as attending court hearings, gathering information for social histories, preparing and keeping records and performing a public interpretation and information service on behalf of the Institutions and the Courts. The task is obviously a gigantic one which cannot be left to a small corps of Probation and After Care Workers. The Commission RECOMMENDS:

(1) that the Department of Social Services appraise the present activities of its own staff for the purpose of making all possible adjustments in case loads and other requirements so that probation and after care personnel can devote more time to working with the families of those young people who in one way or another have become the responsibility or concern of the Special Protection Services;

(2) that the Department wherever possible increase the number of personnel involved in providing counselling service to families of such young people, and expend additional time and energy marshalling community resources to the aid of the family in trouble. Where feasible, the Commission directs the attention of the Department to the possibility of the purchase of service on a contract basis in communities where such services are available and where the Department resources are determined to be seriously inadequate.

In this connection, the brief from the Family Service of Eastern Nova Scotia in making proposals respecting the probation services refers to the CELDIC Report and stresses the importance of unifying the presently fragmented counselling services, using the best trained and educated personnel available. The brief suggests that one way of overcoming these difficulties might be the purchase of service from an established family counselling agency where such exists. This procedure would, according to the brief:

(1) maximize the use of competent counselling skills which are in short supply, and

(2) integrate the delivery of counselling services to the young person and his family so as to eliminate the irrational, piecemeal, hodge-podge of services which confound both the wise and the not-so-wise when they attempt to understand the present structure.

The brief continues by recommending that a demonstration project involving the purchase of service be initiated where the effectiveness of unified service under a purchase of service arrangement could be demonstrated. The concept of a pilot project along these lines appeals to the Commission.

III. THE SCHOOL

An extremely important element in the environment of any young person is the school. In terms of the Special Protection Services, the school should provide two principal services in addition to its regular educational function: (a) early detection of problems in young people and (b) academic assessment of young people who come to the attention of the Special Protection Services.

After the age of five years young people spend most of their days in school under the direct supervision of teachers who are thus in a unique position to detect problems. Effective instruments have been devised for this purpose and qualified teachers should constitute the front line of defence in early detection.

Academic assessment is particularly important in determining the general potentialities of a young person and such information is essential to the effective functioning of the Family Courts and the Training Schools. In the opinion of this Commission, much closer liaison should develop between the Department of Social Services and the Department of Education for the benefit of young people in trouble.

The Commission recognizes the importance of the step taken by some schools in establishing Social Service Departments staffed by highly qualified persons and RECOMMENDS to the Department that it explore with the Department of Education the extension of such or in the alternative promote more effective use by school officials of existing child welfare services.

In support of a program of School Social Service, the brief of the Family Service of Eastern Nova Scotia states:

> The focus of School Social Service would not be truancy as such, but any behaviour problem which indicated that a child needed help.

The Attendance Department of the City of Sydney Schools supports the need for Social Service:

> We need the assistance of skilled Social Workers whether as education staff, or as service bought from qualified social service agency.

The Cumberland Group for Human and Social Development sees the need and states in its brief:

> We do, therefore, recommend closer liaison between the Schools and the communities specialist agencies in an effort to reach the child, actively and positively, long before the behavioural patterns warrant the intervention of the Family Court.

The brief presented by the Halifax City Social Planning Department stressed the importance of early identification and says in part:

> Research has well shown that potential delinquents can be identified long before they ever get into trouble. Children with emotional and behavioural problems are obvious at an early age, for instance in schools and day-care centres ...

Again this Brief states:

> We feel that schools, for instance, must become more competent in detecting the young person's problem in its initial stages so that intervention can be provided before rehabilitation becomes necessary.

As suggested in the Family Service of Eastern Nova Scotia Brief, the CELDIC (Commission on Emotional & Learning Disorders in Children) Report places special emphasis on the role of the school and stresses the essentiality of close collaboration between school and social service network. This Report is so comprehensive, the Commission can do no more than draw to the attention of the Department its major recommendations.

To this end, the Commission RECOMMENDS that the Department support the Department of Education in taking steps to implement the pertinent recommendations of the CELDIC Report.

In this connection, the Commission wishes to commend the Health, Education, and Social Services Committee on having the vision and foresight to establish a sub-committee to advise it on the CELDIC Report.

IV. THE COMMUNITY

Like the home, the community plays such a vital role in the life of a young person in trouble that it could not be ignored by the Commission. The problem facing the Commission was to select from the infinite number of possibilities one or two significantly important ways in which communities can make effective contributions to the well-being of young people in trouble. The first and probably most important contribution any community can make is to recognize the fact that young people are to a very large extent products of their environment, and that they rarely find themselves in trouble solely as a result of their own doing. It is essential, therefore, that communities concern themselves about ensuring the existence of the necessary health, education, recreation, economic and social resources to afford young people the best possible environment in which to grow into adults capable of living satisfying and productive lives. Aside from providing those resources essential to successful living, communities can give tangible expression to their concern by establishing or contributing to the establishment of Assessment Teams, mobile where necessary, at various vantage points throughout the Province so that all young people will have the benefit of such a service. Such teams should be composed of a Social Worker, a Medical Doctor, a Psychiatrist and a Clinical Psychologist with authority to add to their number representatives from such professions as education, law, recreation and the like as necessary. It should be the responsibility of such teams, upon the request of a recognized authority, including parents, to make a complete study of any young person referred for such examination, and to make recommendations as to his particular needs. Teams of this nature should also be available to Family Court Judges in deciding, after legal determination of guilt or innocence, what disposition best meets the needs of the child.

In this connection, the brief presented by the Family Service of Eastern Nova Scotia states:

> If a child is found guilty, a period of time should be allowed the family court judge to refer the child for a psycho-social assessment and diagnosis before sentencing. The assessment team would consist of people having expertise in psycho-social diagnostic skills, their knowledge base would be in sociology, psychology, psychiatry, and social work.
>
> This assessment team would make use of the best scientific method available in recommending to the judge the most appropriate rehabilitation plan for the child.

The brief from the Atlantic Child Guidance Centre supports this proposal by saying:

> In regard to the second function of Family Court, once a case has been adjudicated and guilt established, it should be referred to a professional assessment team. This team would be composed of a psychiatrist, psychologist, social worker and certain front line people such as police and teachers who have

> been involved with the case. They would complete a psycho-social case evaluation and make recommendations to the judge concerning disposition of the case based on their professional assessment.

The Halifax Children's Aid Society Brief suggests that in connection with young people found guilty by the Family Court:

> that the decision relative to disposition be made by a select committee whose sole function will be to review all evidence pertinent to the case, consider whatever information is necessary related to the individual needs of the child under consideration, and decide which alternate will be most beneficial to the child.
>
> It is further recommended that the committee consist of no less than three specialists in the area of human behaviour with specific competence relative to children.

Likewise, the brief presented by the Children's Aid Society of Colchester County and the Colchester District Office, Department of Public Welfare states:

> We recommend the provision of a team of specialists in the areas of law, medicine, psychiatry, education, social work, law enforcement and the church to analyze the problems of children referred to it (the Family Court), and determine what services, facilities, or individuals can best help resolve the difficulties.

In some instances, it may be desirable to use the resources of such teams as screening devices in determining whether a case should be taken to court or otherwise dealt with. The services of these teams should also be available to all agencies, institutions, and organizations responsible for the well-being of young persons.

Here the Council of the Nova Scotia Association of Social Workers in its Recommendation #2 advocates:

> That legislation guarantee access to appropriate assessment, treatment and review services from specialists in medicine, social service, law, education.

The Nova Scotia Family and Child Welfare Association comments:

> We think the work of the Courts would be lessened if assessment committees are established in our communities where children can be referred, assessed by a multidisciplinary team and treated by the most appropriate agency or facility. Children referred would not be restricted to the field of Special Protection nor would persons be compelled to have their cases reviewed. The member agencies with increasing regularity are confronted with problems of adolescents whose behaviour causes concern, frustration, and anxiety to parents, teachers, and others. We are speaking of the 'uncontrolled child' and the child exhibiting problems in the school system including truancy. Many of these children eventually end up in court where for the first time some explanation of their behaviour is gleaned. The principal role of this assessment committee would be to provide a mechanism to analyse these young people with social, emotional, and learning problems observed by teachers, doctors, social workers, lawyers, etc., while prevention and remediation is possible. To be effective, this facility must have the full support of government at all levels, the professions, the agencies, institutions and individuals, that will make and receive references.

The Association in its first recommendation states:

> Assessment Committees be established composed of several disciplines--social, medical, educational, etc., to analyze cases of children with problems referred to it and to determine what services, facilities, or individuals can best resolve the difficulties.

The brief presented by the Children and Adolescent Services, Nova Scotia Hospital proposes as follows:

> Recommendation 1:
> Adequately trained--inter-disciplinary assessment teams based at central referral source.
>
> Recommendation 5:
> Consultant inter-disciplinary services, available to family court judges on a regular basis.

The existing network of Mental Health and Child Guidance Clinics, although offering high quality service, does not provide province-wide coverage. Furthermore, many Clinics are overworked to the point where long delays are not uncommon. It appears to the Commission that the existing resources need to be expanded and multiplied or new resources of this nature created. There is urgent need for assessment resources of the nature described above to be available without delay. The present delays of three, six and eight weeks and sometimes longer defeat the validity of crisis therapy and make treatment oriented child welfare services virtually impossible.

The Commission RECOMMENDS that the Department of Social Services in co-operation with the Department of Health and other Departments and agencies, take the initiative in promoting the establishment of Assessment Teams so that all communities in the Province may benefit from the service. The possibilities range from the establishment of new services through the expansion of existing Clinics to the organization of mobile teams which can move from one community to another, providing high quality service on short notice. In every instance emphasis should be placed on immediate availability.

No other recommendation made by this Commission has stronger endorsation. Nearly all briefs recommend it. Without exception, child welfare officials and interested citizens have stressed the need. The call for Assessment Services of this nature is urgent and universal.

V. THE INSTITUTIONS

General

Included in the frame of reference of the Commission is the responsibility of making a study of the two Training Schools which come within the framework of the Special Protection Services. These two Schools are the Nova Scotia School for Boys located in Shelburne, Nova Scotia, and the Nova Scotia School for Girls located in Truro, Nova Scotia. Both Schools accept young people into care after they have been committed by a Court and they are intended to provide for young people who reside in Nova Scotia. By special arrangement the School for Girls accepts commitments from New Brunswick and Prince Edward Island. It is interesting to note that at the time of study approximately one half of the young people at the School for Girls normally reside outside the Province of Nova Scotia.

The School in Truro is congregate in nature and has a capacity for approximately 80 girls and the School in Shelburne is currently changing from congregate to what might be called semi-cottage, with the recent and present construction of units called "cottages" which provide sleeping and limited recreational facilities. The eating arrangements, recreational facilities, and the academic and vocational programs remain essentially congregate.

The School for Girls is centrally located and is uniquely situated within five miles or less of the Youth Training Center, the Nova Scotia Teachers' College and the Nova Scotia Agricultural College and Experimental Farm. It appears to the Commission that these three units of Provincial administration possess mutually useful potentials but that these potentials are not being exploited to a maximum with the result that each is the poorer.

The School for Boys is remote from the principal centres of the Province, being 140 miles from Halifax and approximately 400 miles from Sydney. The isolation that surrounds this School and the resultant deprivation has been the subject of much discussion and undoubtedly imposes constraints on many parts of the program and diminishes to some extent its effectiveness. The officials in the Department of Social Services and the personnel employed at the School recognize these limitations and through effective management have attempted to minimize the effects of this handicap.

During the course of its study the Commission gave serious thought to this problem of isolation and finally concluded that the existence of the School in Shelburne was an accomplished fact by Government decision some years ago and consequently any suggestion of closing or moving the School was beyond its terms of reference. The Commission, therefore, decided to accept the inevitable and make recommendations that would strengthen the School's resources for that group of young people who cannot accept and who should not be expected to accept the intimate living conditions of a small group home or foster home.

The organizational arrangement that places the administration of the Schools within the Special Protection Section of the Division of Family and Child Welfare of the Department of Social Services seems to be satisfactory. The structure and its effective operation were discussed with a number of the relevant officials and they all agreed on the suitability of this arrangement. The Department is to be complimented on the care and careful consideration exhibited in designing the organization even to the point of seeking the advice of an expert.

The members of the Commission feel, however, that within the hierarchy of the Department, there may be strong influences which leave the Superintendents of the two Schools with something less than the maximum desirable range of authority in making decisions, and which restrict the free flow of information.

During the course of its study, the Commission visited each School five or six times. On one occasion at each School, the Commission met with the Advisory Board. These Boards are appointed by The Minister and presumably they are broadly representative of the Province. It is interesting to note, however, that only one woman serves on the Board of the Nova Scotia School for Boys while only one man serves on the Board of the Nova Scotia School for Girls.

The Commission spent at least two hours in conversation with members of each Board and were impressed with their sincerity, their interest and their desire to make a constructive and useful contribution. The Commission was left with the impression that much more effective use could be made of these Boards. They should be more intimately acquainted with the School they serve and they should more aggressively press for change and improvement. For example, the Commission feels that the Board of the Nova Scotia School for Boys should have known more about the state of the academic program at the School and should have been making its dissatisfactions with the conditions more effectively felt. The Commission has the distinct impression that the Board members had been cautioned to move slowly, speak quietly, and above all "don't rock the boat". In the opinion of the Commission, such an attitude belies the purpose of such Boards.

Much more time should be spent helping the Board members understand their role, to know thoroughly how the School is operated and to understand the philosophy which determines policies and programs.

Members of both Boards shared concern with the Commission because they were unclear about their own purpose, and in fact, the purpose of the Schools. The Commission advised both Boards to pursue the matters of role and purpose definition so that the effectiveness of Boards and Schools can be improved. Clearly stated objectives are essential to the day to day operation of an institution and invaluable in attempting to evaluate its effectiveness. Clarity of purpose becomes imperative when considering future plans and developments and both Schools are likely to be faced with momentous decisions in the near future. One such decision will be necessary if the Juvenile Delinquents' Act is revised and the age of a juvenile raised by as much as two years. Another fundamental decision to be made soon concerns the role of a large institution in an era of small community-based residential centres.

On all sides child welfare authorities are pressing for the establishment of small group homes available locally and designed to provide for young people who need care away from their own homes. The Child Welfare League of America defines a group home as:

> an agency-operated home providing care for a small group of children in a family type setting where the emphasis is on meeting the special needs of adolescents or seriously disturbed youngsters for whom institutional care is contra-indicated, or on the study and/or treatment of disturbed children through the use of this setting.

Currently we are witnessing the growth of a multitude of small community based residential centers designed to meet a variety of needs. The phenomenal growth of these homes prompted the Solicitor General to appoint on April 10, 1972, W. R. Outerbridge, Associate Professor of Criminology, University of Ottawa, to chair a Task Force to determine what part such centers can play in the Canadian Corrections System. The report of this Task Force should prove invaluable in helping to determine the future of the Nova Scotia School for Girls and the Nova Scotia School for Boys.

The Commission RECOMMENDS that:

A) the officials of the Department and each School along with the members of each Board proceed to clarify and clearly define the role and function of these Boards so that they may play a more effective role in the planning and the administration of the Schools they serve.

B) the officials of the Department give immediate priority to developing clear goals and objectives for the operation of the two Schools and that representatives of the Schools, the Advisory Boards and all others who have an interest in these Schools be involved in the process.

Staff Participation

A concern expressed by staff members of both Schools and shared by the Commission is the apparent lack of involvement of all relevant members of the staff in planning for the future. Conversation with representatives of all phases of activity in both institutions reveals a feeling of futility because of the limited opportunity afforded to make useful suggestions. Staff members feel that their opinions are not solicited or, if solicited, often are requested too late and sometimes ignored by Department officials. Counsellors at the Nova Scotia School for Boys point to washrooms located in the centre of play areas in the new cottages effectively blocking from view large portions of the area. They point out that there is no way one can see both front and back doors at the same time. They recognize the need for a boy to "be by himself" at times, but they also recognize their supervisory responsibilities, particularly when alone they must supervise 25 or more boys. Another awkward feature is the steam table in the cafeteria, it having been installed backwards and thus necessitating tables piled with trays in the passageway. These mistakes, they believe, could have been avoided if they had been given more of a voice in planning.

At the Nova Scotia School for Girls Counsellors point to cloakrooms adjacent to main entrances thus enhancing opportunities to run away. They also point to the absence of small rooms where girls can study and carry out pursuits involving small numbers. One commissioner recalls an evening in the gym, assisting a girl with her homework while the other girls played charades. There was no place to go except a common room where there were more girls.

These examples, perhaps of a minor nature to some, illustrate what appears to be the attitude of some officials of the Department with respect to "input" into the planning process by staff at the Schools, and leads them to conclude that they have a very limited role in major decisions affecting the future of the Schools.

To remedy this and to afford staff members more of a feeling of involvement, the Commission RECOMMENDS that Halifax based Departmental Officials spend more time at the Schools communicating with the Staff and listening sympathetically to their suggestions and that formal channels of communication be created to ensure serious consideration of staff suggestions and recommendations.

The Commissioners point out that effective and fruitful planning involves top management in organizing, planning and co-ordinating ideas and recommendations which come from those members of the organization directly involved in the front line of operation. This process should start now by giving the Headmaster at the Nova Scotia School for Boys an opportunity to play a major role in planning and designing the proposed new academic structure.

Visits to the Schools and conversations with members of the staffs of the two institutions, gave the Commission a disturbing impression that in the matter of planning and construction of buildings, final decisions sometimes rest with the Department of Public Works rather than the Department of Social Services and its personnel who are directly concerned in the operation and are knowledgeable about needs.

If such a situation exists, the Commission suggests that strong measures be taken to ensure that decisions of this nature rest with those persons most qualified to make such decisions, even if ministerial action is required.

Parental Involvement

Personnel at both Schools shared with the Commission concern about the lack of parental involvement with the young people in residence. Recognizing that parental visits and continued contact with the home are important to some young people, the staff members feel that more should be done in this connection to make the young person's stay at the institution much more meaningful and effective.

The Commissioners pay tribute to the Department and to the institutions for the efforts already made in attempting to facilitate parental visits, but RECOMMEND that if parental visits and continued contact with home and relatives are as important as staff members believe, additional effort and improved facilities must be given high priority.

This problem is particularly acute at the Nova Scotia School for Boys in Shelburne, being geographically remote from all but the western extremity of the Province. To illustrate, the Commission cites one instance where a mother, concerned about her boy, used the major portion, $60.00, of her social assistance income for one week, to make the trip to Shelburne to spend a short time with her son.

To minimize such problems the Commission RECOMMENDS that the School and the Department give further consideration to a plan already used to some extent, whereby visiting Probation Officers and After Care Personnel provide free transportation to parents unable to pay the cost of travel. The Commission RECOMMENDS that similar serious consideration be given to regularizing an occasional practice of using the School bus to transport parents to and from the School.

Although this practice may appear expensive, the Department should examine closely the costs involved in light of the value placed on parental visits and continuing home contacts. If the costs appear prohibitive, a nominal charge might be considered to defray at least part of the expense or alternative funding arrangement explored.

To further facilitate visits by parents, the Commission RECOMMENDS that the Department consider making available to visiting parents accommodations at or near the institution.

The Commissioners appreciate the fact that parental involvement in the treatment process holds both plus and minus values and must be considered in the light of the needs of individual young people and the quality of the parental relationship. Accordingly, any program designed to increase parental involvement must be selective.

Future Plans

With respect to the physical facilities at both Schools, the Commission wishes to commend the Department on the improvements provided by the new buildings. Because of the increasing emphasis, however, on the importance of developing community-based residential centres of varying sizes instead of large congregate institutions, the Commission RECOMMENDS that no further capital expenditures be made at either School except for the provision of the necessary educational and recreational facilities essential to round out the present modernization plan. The Commission **accepts** the existence of these two institutions and further RECOMMENDS that future effort and energies be spent on establishing objectives and then developing these institutions in accordance with a plan designed for their most effective use. In this connection, the Commission brings to the attention of the Department the idea strongly held by some experts in this field that there is a place for institutions of this type and design in the total treatment program for young people in trouble. Although it is not the prerogative of the Commission to spell out the circumstances under which institutions such as the Nova Scotia School for Girls and the Nova Scotia School for Boys should be used, current literature and experience point to the use of such institutions for young people whose emotional problems preclude treatment in the community either in residential centres or on an "out-patient" basis.

It should be noted here that the records indicate that the vast majority of young people being committed to the Nova Scotia School for Boys and Nova Scotia School for Girls are confused, emotionally upset and disturbed in varying degrees.

They need help with their problems and accordingly need the resources of a treatment oriented program. Even the few popularly classified as "hard core" delinquents sent to these schools need the help of a behaviour modifying program if they are ever to be able to return to a free society and succeed.

Time after time the Commissioners were advised by experienced staff members and by experts who submitted briefs that a very large percentage of young people committed to these schools should not be confined in institutions of this kind. This mixing of young people with problems such as emotional disturbances, mental retardation, unmanageability due to the lack of adequate foster and group homes, and "hard core" delinquents has led to the confusion of objectives for these institutions and has hampered the development of appropriate treatment programs.

To predict the future of the two institutions under study is a task far beyond the scope and time limitations of this Commission; therefore, the Commission can do no more than RECOMMEND to the Department and its officials that serious thought and study along with consultation with recognized authorities be given to the question of what role these institutions should play in the future. Many of these children are emotionally disturbed and in the words of one official, "They have not committed delinquencies against society but rather against themselves." They need a different kind of care than that provided at the School for Girls and the School for Boys. If, consequently, this group is removed from these Schools, it is possible that programs could be geared to the treatment of the so-called "hard core delinquent" who does not succeed in the intimacy of foster or small group homes and who needs the influence and environment of a larger and more congregate type of institution.

Furthermore, if the institutions are cleared of all those who should not be committed there, would this make room and would it be appropriate to consider these institutions in the housing of those committed under a Young Offenders' Act which may be enacted in the future. Although the present Young Offenders' Act has been shelved indefinitely, the Commission feels that the Department should give immediate serious consideration to the implications of this and make appropriate plans. The opinion of the Commission differs from the opinion of some of the personnel presently engaged at the institutions who take the point of view that eighteen year old delinquents are only the same young people two years older, and, therefore, can be accommodated at the Schools as they are presently constituted. It is the opinion of the Commission that seventeen and eighteen year old delinquents are in most cases vastly different people who call for an entirely different program and physical resources. Furthermore, it would be impossible to house this group along with some of the young people presently living at both these institutions.

Another consideration is the possibility of creating co-educational programs at these institutions. It is a matter which deserves special consideration in planning for the future.

It has also been suggested that the Department explore the possibility of involving the institutions in an experimental program now being conducted in an attempt to relate the effectiveness of diet to mental health and emotional development. Apparently, this is an experiment in diet which could not be harmful to the young people in care and in fact might have beneficial results. The Commission suggests that this possibility be explored.

The recommendations contained in the briefs received by the Commission range from testifying to the inadequacy of the Schools and recommending that they be abandoned to asserting the importance of a resource of this nature which will meet the needs of a special group of delinquents. The Commission subscribes to the latter view and RECOMMENDS that the future of these institutions be shaped so that they provide the highest possible quality care for a special group whose problems do not suit them for life in other types of care and treatment.

It is, therefore, the opinion of the Commissioners that the primary need is for treatment oriented resources. It would appear that the number committed who need both treatment and restraint is small.

The Staff

The Commission was particularly interested in speaking to and getting to know as many members of the staffs of the two institutions as possible. Time imposed its constraints, however, and it proved to be impossible for members of the Commission to interview every individual staff member. An attempt was made to speak with a cross-section of those people working directly with the young people and in the administrative end of the operation. Because the Commission, for reasons of confidentiality, was denied access to complete personnel files, a comprehensive evaluation of individuals or groups is not possible. The Commission, consequently, is forced to rely on a general profile of staff members provided by Department officials.

The profile included information concerning the qualifications, experience, time of review and personal backgrounds of members of the staffs of the institutions and courts. The Commission retained a Social Worker with expertise in statistics and research to summarize this data. This summary, as it contains confidential information, has been filed separately with the Minister.

Certain observations may be drawn from an examination of this information. The Commission recognizes the danger of drawing **firm** conclusions from the material available to it. The information was extremely valuable to the Commission and is reflected in the comments and recommendations throughout this Report.

Although each institution is reasonably well staffed in terms of present resident population, it is very evident that some additional appointments are needed if the institutions are to be effective in the therapeutic or treatment roles which they presume to be providing. For example, in Shelburne the great need is for additional counsellors so that at least during the afternoon and early evening shift, two counsellors will be present with each group. At present only one counsellor is on duty during any given shift, with the result that when a man is responsible to twenty-five boys he has little or no time for individual attention and counselling, and no time to supervise the group when his attention is confined to the needs and interests of one particular individual. This situation defeats most of the intent or purpose of the counsellors' role and belies the title. The potential trouble and possible tragic consequences of this situation should not be ignored by the Department. The Commission strongly RECOMMENDS that the Department take early action to remedy the situation which exists at both institutions.

The Brief presented by the John Howard Society of Nova Scotia addresses this question as follows:

> There should be an overall increase in the counselling staff at the Shelburne School for Boys. Also, staff presently employed as counsellors should be given every opportunity to upgrade themselves.

The workload and responsibilities of other members of the staff would not seem out of reason and the Commission has no particular recommendation to make in this connection. In the matter of responsibility and accountability the Commission was very favourably impressed by the loyalty, devotion, and responsible attitude of the members of the staff. They seemed to be working well as a team and their interests devoted to the well-being of their charges. Most of the complaints, recommendations, and suggestions received from members of the staff were motivated by concern that the Schools provide the best possible program for the young people committed to their charge. The Commissioners were impressed by the effectiveness of the administrative arrangements and there seemed to be a good spirit of co-operation.

To provide a broader experience for counsellors and other staff members, the Commission RECOMMENDS that a program of rotation of staff involving the two institutions be introduced on an experimental basis. This would serve to introduce more men to the School for Girls and more women to the School for Boys. Certainly it is recognized by the Commission and the staff at the Schools that there is need for greater numbers of each sex at both Schools.

The general level of educational attainment of the members of the staff in relation to their job requirements and the dynamic nature of the philosophy and program of institutions of this nature indicates strongly the need for an on-going program of staff development which is an integral part of the administration of both Schools. From time to time attempts are made to provide educational experiences for the staff by bringing specialists and guest speakers to the institutions; furthermore, some members of the staff recognize an educational responsibility and do what they can by way of correspondence courses. Creditable as these attempts are, they do not compensate for an on-going, formal, well-planned program of education designed by an individual with special experience and training. The program should have clearly defined objectives and be characterized by continuity, progression, and integration. It should be specifically related to current experiences and problems. Such a program could be placed in the hands of the Assistant Superintendent at the Nova Scotia School for Boys, a position now vacant. The appointee to this position should be a fully qualified social worker who could take responsibility for the staff development program and for the supervision of the social service unit. The Commission RECOMMENDS that this be done without delay and that similar action be taken with respect to the needs at the School for Girls.

Support for a program of this nature comes from nearly all levels of personnel within the institutions and is strongly supported by briefs submitted to the Commission. Furthermore, the Commission RECOMMENDS that the Department give consideration to the appointment of one Supervisor of Training who would be responsible for the development and implementation of such a program in both institutions. The Commissioners are of the opinion that such a program within each institution should be carried mainly by the social service department although opportunity for participation by psychologists, psychiatrists, medical doctors and other professionals should be made.

The Commission wishes to make special reference to the specialized treatment personnel at each institution. In

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this category, the Commission recognizes such professionals as medical doctors, psychiatrists, clinical psychologists, social workers, and the like. At both Schools medical care and attention seem to be satisfactory with a trained nurse on duty and medical assistance available on short notice. Psychiatric services, however, are a different matter. At the School for Girls presumably psychiatric service is obtainable through the Mental Health Clinic in Truro, but as before noted case loads are so heavy at the Clinic that only occasional psychiatric assistance is available. This is neither adequate nor satisfactory particularly when one views this service in the knowledge of the importance of crisis intervention. The psychiatric service provided the Nova Scotia School for Boys is similarly inadequate. The nearest psychiatrist is located in Yarmouth, ninety miles away, and his service is mainly consumed by the local Mental Health Clinic; consequently, the School is faced with the necessity of having to transport boys to Halifax, Yarmouth, or other places when psychiatric help is imperative. This service is inadequate to the needs of the institution.

A psychologist, located in Yarmouth spends two days a week in Shelburne and pays occasional visits to the Nova Scotia School for Girls in Truro. What is done in this respect is well done, but in terms of time and need the service is inadequate for both institutions. The loyalty and devotion of this psychologist is unquestioned, but in the opinion of the

Commission the Nova Scotia School for Boys should have a clinical psychologist available on a full-time basis; and, the School for Girls in Truro should have one on the same basis, at least, when the population of the School is at its peak.

The Social Service Department at the School for Girls in Truro consists of one social welfare worker. In the light of the extra duties and responsibilities this person is expected to carry, the institution needs another fully qualified social worker immediately. This person should be qualified to supervise in the Social Service Department and to play a major role in staff development as well as in providing highly qualified counselling to the girls. The Commission RECOMMENDS the appointment of such a person immediately.

At the School for Boys in Shelburne the Social Service Department consists of three social welfare workers. These people are working at capacity and providing a good service measured in terms of their qualifications and experience. The Social Service Department needs a supervisor and as previously indicated the Commission RECOMMENDS that a fully qualified and experienced social worker be appointed to the position of Assistant Superintendent, responsible for the supervision of the Social Service Program and having principal responsibility for the ongoing program of staff development.

In making the following comments, the Commission does not wish to imply criticism or in any way to belittle existing personnel, but the Commission is strongly of the opinion that it is a mistake to appoint graduates from a technical training program and expect them to carry out the function and responsibilities of social workers without at least having the benefit of supervision by a fully qualified social worker. This practice fails to recognize the importance of the role of social work in the treatment program at an institution of this nature and tends to undermine the confidence of other personnel within the institution. Substantiation of this conclusion was evident during visits made by the Commissioners.

In commenting on the duties and responsibilities of staff members of the Schools, the Commission draws the attention of the Department to the position of Superintendent of the Nova Scotia School for Girls. This position as presently defined includes a variety of duties and responsibilities which make it virtually impossible for the Superintendent to oversee the entire operation and provide a quality of leadership which will inspire staff members to meet the needs of their charges more effectively.

The Commission RECOMMENDS, therefore, that actual responsibilities and duties of the Superintendent of the Nova Scotia School for Girls be reviewed with a view to reducing his duties and responsibilities to a more appropriate dimension.

Daily Life Program

The daily life program at each institution would seem to be typical of institutions of this nature. In this connection, the task is to provide sufficient, planned and programmed activity to meet the needs of the residents while preserving a reasonable period of time for individual activity. It would appear, in the opinion of the Commissioners, that more thought and attention should be given to providing a variety of opportunities and resources for use during unprogrammed periods. For example, for older groups the Commissioners suggest that the Schools think seriously of following an idea obtained by the Commissioners at St. Joseph's School in Alfred, Ontario. In one basement at this institution, which is about the same size as the Nova Scotia School for Boys, a very interesting arrangement exists. Here the boys have been allowed to use their imagination and creativity to an amazing degree. Unused cement blocks, some bricks, old cartwheels, benches, fence posts, and an array of things and materials available at little or no cost along with some imaginative lighting effects have created a series of discotheque arrangements which are most attractive and which have unquestionably given the boys many hours of pleasure and satisfaction. This type of activity can go on indefinitely and the Commissioners RECOMMEND that personnel at both institutions look into the possibilities for their School and, in addition, resource personnel from other training schools be invited to visit and participate in program planning.

Indoor recreation is hampered at both institutions by lack of adequate facilities. The Commission RECOMMENDS that this matter be given serious consideration and study to determine priorities with respect to a resource of this nature in comparison with the need for the establishment of an array of group homes and community-based residential centres. In this connection, the Commission cannot help but express regret that the indoor recreational facility at the Nova Scotia School for Girls was built, not long ago, of a size which does not make it adequate for basketball, volleyball, and games of this nature. In Shelburne the old gymnasium available to the boys of the School is badly in need of repair and the cost of renovating this resource should be considered in the light of other possible developments such as a resource of this nature being included in the presently planned academic centre.

Respecting the Daily Life Program at the Schools, the Commission was impressed by some suggestions made in a Brief presented by Professor Joan Gilroy who has seen service in three of the Provinces institutions caring for delinquents: the Nova Scotia School for Boys, the Nova Scotia School for Girls, and St. Euphrasia's School. This extensive experience combined with her abiding interest in penology and corrections qualify her to comment with some authority. In part her Brief deplores the common emphasis on negative teaching -

> attention directed to behaviour is often heavily weighed in negative areas - what the child should not do, will not be tolerated, for which punishment will result. Please know I am not against controls for children in training schools. I believe prevention and disallowance of, and negative consequences for certain acts are necessary but not sufficient; and that when negatives are out of the context of real valuing of the children and of attempts to teach different or substitute ways of behaving, the result is often interruption of patterns of behaving, of delinquencies, while the child is in the institution, rather than real changes which indicate development of abilities to adapt to life with more success and happiness.
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> What I observe as an imbalanced emphasis on what a child should not be, say or do, does not seem surprising. Some contributing factors are a)The child-staff ratio is often below that recommended by standard setting bodies such as the Child Welfare League of America, and this contributes to an emphasis on controls. b) Staff are often unaware of the child's real view of himself, that many "delinquents" - most of whom I've worked - truly feel bad, worthless, unlovable and unloved, but generally do not show this superficially - indeed, they frequently convey the opposite impression. c) Staff are often unaware of or poorly equipped, to me, of the needs of the children to learn new ways of behaving. If I am not to keep former friends, with whom will I be friends? How can I find and make new friends? Who will like me? If I am not to continue former activities, what can I do?

Some years ago the School for Boys built a "camp" on a lake near Shelburne. It was envisaged that the rigors and mutual responsibilities of camp life would provide Counsellors and boys with an opportunity to develop a new and more productive relationship. The camp has been modernized and improved to the point where many of the original values have been lost and presently during two months of the year the Department is running what closely approximates two institutions. The extra staff needed for this operation is relatively large and many members of the staff at the School question the value of the camp as it is presently used. The suggestion is that consideration be given to the use of this resource in a more casual and less expensive manner. Members of the counselling group at the School have in the opinion of the Commission sound ideas as to how this resource could contribute more effectively to the ongoing program and the Commission urges departmental officials to confer with them in this connection.

The Commission RECOMMENDS to the Department that its present use of the camp owned by the Nova Scotia School for Boys be assessed in the light of its cost and the contribution it makes to the daily living program of the boys.

The vocational programs provided by the two Schools do not appear to call for any special comment by the Commission other than to commend the Schools on the quality of these programs and to RECOMMEND that, as much as possible, residents of the Schools be allowed to participate in regular community programs of this nature. A start has been made in this direction and the Commission commends the authorities at the Schools for this action. It would appear to be singularly appropriate to offer the young people living at the institutions an opportunity to identify with and participate in normal community life as much as possible.

It is at least paradoxical to remove a young person from society in order to prepare him for life in society. Therefore, the entire focus and emphasis of the program at the two Schools should be aimed at providing a foundation from which an individual young person may return to his or her individual circumstances in a community. Consequently, from the time the young person is committed until his return to society, goals should be established that lead in this direction. Pre-release preparation is exceedingly important and both Schools are making creditable efforts in this area. The Commission feels, however, that more needs to be done within the institution. The institution and the after-care personnel need to join forces much more effectively in formulating plans, preparing both young people and their communities for their return. In many instances, young persons should not return to their own homes, at least immediately, and some intermediate steps appear to be necessary. This means, in those cases where the young person can return to his own home, a more regular practice of pre-release visits. In other cases, pre-release centres should be established where young people can go, accustom themselves to the rigors of community life before they are asked to make the additional adjustment to a family situation from which they have been absent for some period of time. The establishment of a group home in the town of Shelburne by the Department of Social Services is commended and it is RECOMMENDED that the School make use of this resource at least in preparing young persons for return to society. Much greater attention must be given to the preparation of the community for the return of a youngster from one of these institutions. Elaborate preparation needs to be made for his or her return to School or, where appropriate, to suitable jobs in an accepting and congenial environment.

The problem of youngsters returning to adequate homes or homes of limited adequacy is still present and unfortunately little significant work is being carried on with the parents in the home while the young person is in the institution. Many people and resources are responsible but because of this multi-responsibility little is accomplished. Therefore, the Commission RECOMMENDS that responsibility for the implementation of such plans be located with one group or organization. Because in many communities in the province local resources vary to such a large and wide degree, it would seem natural that the Department of Social Services take leadership in this connection through its branch and local offices, through the Family Courts, personnel associated with the institutions, and other social agencies to develop and implement a positive, planned program of family help and therapy. The Commission recognizes that this is a gigantic task but points to the fact that a significant number of failures on the part of young persons who return from these institutions does not necessarily lie with the inadequacy of the program at the institution but rather with the tragic incompetence of families to cope with the problems of modern living. It is grossly unfair, therefore, to place the blame for recidivism rates at the doorstep of the institutions when little or nothing is being done to make sure that the young person returns to an environment conducive to his success.

VI. THE FAMILY COURT

Introduction

The terms of reference of the Commission relate specifically to the administrative and operational aspects of the Family Court. However, where it appears to the Commission that changes in procedural or substantive law would assist in achieving the objectives of a Family Court the Commission has made appropriate comment.

Concept of a Family Court

In essence, the basic premise upon which the concept of a Family Court rests is that the resolution and disposition of disputes and matters within a family unit or relating particularly to family relationships should be treated by the law in a manner different from the traditional adversary process.

This does not necessarily require the abolition of the adversary process but rather it presupposes the availability of support services, rules of procedure, expert witnesses, enforcement agencies and the like which, in total, are designed to provide alternate ways in which these disputes may be resolved or, if no resolution other than a court hearing is possible, to ensure proper representation of all interests in a dignified proceeding.

The Growing Interest and Concern About Family Courts

Only in recent years have Family Courts been established in Canada, although they have existed for many years in some jurisdictions of the United States.

In Nova Scotia the first Family Court was established in 1963 as a pilot project in Cape Breton. A few years later, a court was set up in Halifax and within the past two years legislation has extended the Family Court to the entire province.

The Court is charged with a broad range of responsibilities under numerous federal and provincial statutes including juvenile delinquency, matters arising under child welfare legislation, certain sections of The Education Act, deserted wives' and children, children of unmarried parents, and certain actions under The Solemnization of Marriage Act. The above is not a complete review of the jurisdiction in law of the court but should serve to illustrate the extremely broad range of matters which come before it.

One of the problems which continues to arise is the difficulties pertaining to the fact that in some of these and other matters not only does jurisdiction lie with the Family Court but also in the County Court and/or the Supreme Court of Nova Scotia. The Honourable Allan Sullivan, as Minister of Public Welfare, showed leadership in initiating legislative reforms designed to place most major family law matters within the jurisdiction of the Family Court. However, the task is not yet complete and it is the view of the Commission that the effective development of the Family Court will be hindered until such reforms take place. The Commission recognizes that constitutional, philosophical and financial matters are involved in this discussion and RECOMMENDS that the Department adopt as an objective the eventual establishment of a Family Court in which there would be exclusive original jurisdiction in Family Law matters.

By way of example, at the present time in Nova Scotia it is possible for one to institute proceedings relating to custody of children in the Family Court, the County Court, and the Supreme Court. If there is a serious commitment to the concept of an effective Family Court it would seem appropriate that original jurisdiction in such matters should rest exclusively with that Court.

Support for the concept of a Family Court with comprehensive, original and exclusive jurisdiction in Family Law matters came from a great number of those individuals and associations who submitted briefs to the Commission. In particular, strong recommendations along these lines were made by The Family Service Bureau of Halifax, The Family Service of Eastern Nova Scotia, The Staff of The Atlantic Child Guidance Centre, The Fundy Mental Health Centre, and the Nova Scotia Family and Child Welfare Association.

It is further RECOMMENDED that the Department consult with the Department of the Attorney-General and the Nova Scotia Law Reform Advisory Commission with respect to the need for a complete review of provincial family law with a view to the production of a Code of Family Law and Procedure for the province. Much work in this area has been done by law reform bodies and governments in other provinces and these reforms should form the basis for any major project undertaken in Nova Scotia.

The Commission notes that extensive research has been done and is being continued in other provinces including Ontario, Alberta and Quebec, and The Law Reform Commission of Canada now has a major project underway on Family Courts.

The Commission RECOMMENDS that continuing communication be established with the appropriate bodies to ensure that unnecessary duplication in research is avoided.

It is obvious that the Family Court in Nova Scotia is severely restricted by jurisdictional problems and all possible steps should be taken to resolve such questions as quickly as possible.

The Present Family Court System

Any expansion of jurisdiction of the Court would bring about an immediate increase in the volume of cases, demand for staff and support services, and administrative costs.

Assuming no major additions to the court's jurisdiction, certain recommendations may be made with respect to the present operation of the system.

Judges

At present there are eight full-time and one part-time Family Court judges. Three judges are attached to the Halifax Court, one on a part-time basis.

Other judges are located at Sydney (2), New Glasgow, Kentville (2), and Yarmouth.

One of the most puzzling aspects of the operation of the Family Court system is the arrangement pertaining to the allocation of judges on a geographic basis.

While the Commissioners attempted to determine the reasons for these arrangements they were forced to the conclusion that adequate planning had not been applied in this area and had, in fact, resulted in frustrations for the judges and poor service for those who came before the Courts.

There is no doubt that at least one more full-time judge is required in Halifax. If the space is not available it must be found. If well-qualified members of the Bar refuse to accept the appointment immediate action must be taken to ensure that salary, working quarters, benefits, and expanded jurisdiction are such as to attract top calibre practitioners. Without this the Family Court will not attain its objectives.

The increasing number of lawyers appearing before the Family Court, the growing concern that interests of individuals be adequately represented in these hearings, and the expanded jurisdiction in law of these courts combine to command the appointment of well-qualified experienced practitioners.

The Commission RECOMMENDS the immediate appointment of an additional full-time judge for the Halifax-Dartmouth area, and further RECOMMENDS that consideration be given immediately to a re-structuring of the circuit responsibilities of the judges so as to make better use of the present resources.

The Commission also RECOMMENDS that additional judges, full-time or part-time, be considered for the Truro and New Glasgow areas.

The Commission met individually with most Family Court judges and met the judges as a group to discuss areas of mutual concern. There is no doubt that through neglect or mismanagement the Department has failed to provide adequate courtroom facilities, stenographic assistance, library materials, and other amenities for most of these individuals. While the situation has improved recently it is the belief of the Commission that eventually the Department of the Attorney-General should assume responsibility for dealing with the Family Court judges. There is, of course, no point in making such a change unless that Department is prepared to deal with the Family Court judges on the same basis and in the same way as is presently done with the Provincial Judges.

It is RECOMMENDED that such a transfer of jurisdiction take place at the appropriate time. Any development of the Family Court toward a unified and comprehensive jurisdiction, including certain federal matters, will be greatly hampered until this comes about.

The Commission feels that the Support Services, which will be discussed below, are better managed by those involved in the Department of Social Services and, therefore, no change in administration in this regard is recommended.

The Commission realizes the hazards implicit in such a "split jurisdiction" but it feels that with the co-operation of both Departments a successful operation can be developed.

The Commission RECOMMENDS the appointment of a Chief Judge of the Family Court. The holder of such office would be responsible for convening meetings of his brother judges, developing rules and procedures for the court, negotiating with the appropriate government officials, including the Minister, concerning court matters, and, in general, overseeing the Family Court system.

Too often in the past the representations of the judges have gone unheeded by the officials of the Department. Judges have been appointed without having even an office in which to conduct their affairs. Decisions have been taken relating to the location of courtrooms, design of court facilities, and support staffs without adequate consultation. Months passed between the time of a request for a Criminal Code and the furnishing of this volume, which was required for almost daily use in court.

Judges have not been supplied with adequate stenographic services and, in many cases, have had dockets so heavy as to preclude adequate research into developing areas of family law. Written decisions are rare and this adds to the confusion concerning the operation of these courts. The Commission RECOMMENDS that Family Court judges be encouraged to provide reasons for their decisions, not in normal maintenance cases, for example, but in matters where points of law are argued and briefs submitted and that these decisions be published, provided proper steps are taken to protect the identity of the parties. Compared to other provinces there is a paucity of Family Court decisions available for public and professional scrutiny and criticism.

In its most recent visit to the Halifax court the Commissioners were advised that no matters, other than extreme circumstances, could be heard for six to eight weeks. This delay is inexcusable, particularly in matters relating to the family where tensions and pressure increase and situations deteriorate rapidly. More judges must be appointed to cope with the demand.

In some instances the Commission learned that a Family Court judge had to locate foster homes for children who appeared before him and, indeed, deliver the children to the homes or institutions. Further comment will be made on the lack of adequate support staff but this illustration indicates the unreasonable demands being placed upon judicial officers.

While the Commission is not charged with a specific responsibility in respect to the reform of law and procedure it notes that there would appear to be a need for uniform rules of procedure, properly promulgated, and standard court forms. If a Chief Judge were appointed it might be his responsibility to give leadership, in consultation with others, in this area.

Also, in some instances, for example under the child welfare legislation, provision is made for a "trial de novo" before a Supreme Court judge following a decision by a Family Court judge. This concept of a "new trial" before a Superior Court judge, while valid historically, now seems outdated, particularly if one subscribes to the view that family matters should be tried before a Family Court judge. The Commission emphasizes that it does not wish to imply support for restricting appeals but merely takes the position that the "trial de novo" provisions contained in legislation over which the Family Court has jurisdiction should be abolished.

The Commissioners observed proceedings before Family Court judges on a number of occasions at different locations. In recent years the increase in the number of lawyers appearing before these courts has been considerable. All judges appeared to feel, and the Commission agrees, that the presence of counsel for all parties better ensures the proper discharge of justice. The Commission commends those members of the Bar Society and the representatives of Nova Scotia Legal Aid, Dalhousie Legal Aid and The Family Rights Group who appear without fee in many Family Court matters.

The Commission RECOMMENDS the development of the concept of the Child Advocate on an experimental basis. This individual would be involved in all cases and would appear, where appropriate, to represent the interests of young people before the court where possible conflict might arise between the adequate representation of the young person's interest with that of another party. The concept is not novel and exists in some jurisdictions in Canada and the United States. Further development of the concept can be provided by the Commissioners if required. This recommendation is supported by several of those who made presentations to the Commission.

In some jurisdictions in Nova Scotia night sittings of the Family Court are held in uncontested matters. The Commission realizes the difficulties of staffing these sittings but considers such a development as necessary particularly where individuals may not be able to appear before courts in regular hours without considerable personal difficulty and possibly economic loss. Therefore, the Commission RECOMMENDS the gradual extension of night courts.

Judges' Training and Qualifications

The Commission RECOMMENDS that all judges appointed to the Family Court should be members of the Bar and that, prior to such appointments, appropriate consultation take place with respresentatives of the Bar with respect to the qualifications of a proposed appointee. In addition, where appropriate, consultation might be had with representatives of other related disciplines.

Naturally it is desirable that Family Court judges be drawn from the ranks of experienced practitioners who have some expertise in Family Law. Elsewhere in this Report comment has been directed to the need for adequate salaries, benefits and facilities for judges and the Commission merely reiterates that position at this time.

The Commission RECOMMENDS that immediately following his appointment, a judge be involved in an Orientation Program, designed to acquaint him with the philosophy which underlies the operation of these courts and to give him a thorough understanding of all support services and options available.

The Commission RECOMMENDS that the Family Court judges be provided with funds and other assistance necessary to develop an effective Training Program for Judges. It is the Commission's hope that leadership for such a program will emanate from the judges themselves but it should be stressed that an effective program may only be developed in consultation with leading specialists in the social sciences, education, psychiatry and psychology.

In Ontario, The Association of Judges of the Provincial Court (Family Division) has developed an impressive training program the details of which were made available to the Commission and will be forwarded to your office.

The objectives are:

1. To provide continuing education in law and the social sciences;
2. To expand social and environmental awareness, insight and understanding;
3. To encourage and develop techniques for the improvement of community resources;
4. Generally, to improve the effectiveness of Judges serving the Family Courts.

The Program Components are:

The Law

Review recent developments in statute and case law, practice and procedure. Didactic presentation; readings; video tape; discussions.

Behavioural Science

Operational concepts; identifying problems; using and interpreting specialists. Self/others awareness. Lectures; discussions; experimental encounters.

Treatment Modes

Developing an understanding of offender classification, treatment methods and co-relating them with behavioural science concepts. Lectures, discussions, readings, interviews.

Self-Renewal

Returning to his duties, a Judge with inspired spirit, renewed vigor and improved effectiveness.

The Commission RECOMMENDS immediate implementation of a Continuing Education Program for Judges. If the Family Court is to operate effectively judges must have every opportunity to continue their education, broaden their understanding and communicate with leading professionals in related disciplines.

With proper encouragement we feel that such a program could become a model for other parts of the judicial system.

Physical Facilities

The Commission does not hold the opinion that all support services, or most of them, must be located under one roof together with the judge's office and the courtroom.

Reference has already been made to the advisability of "purchasing services" of specialists within communites and more will be written in this regard shortly. What is important is that support services be available and accessible immediately within the community served by the Family Court.

With respect to judges' offices and courtrooms the Commissioners were dismayed to find instances of a judge appointed without any office space available to him for several months, waiting rooms used in common with those appearing in criminal courts, makeshift arrangements for interview rooms for lawyers, court workers and clients, and an apparent disregard for the views of the judges concerning the design, location and furnishing of their offices and courtrooms. Some of these situations have been resolved but they once again illustrate poor communication between the departmental officials and the judges which have not increased understanding between the two groups. The concern of the Commission was confirmed by briefs submitted in Yarmouth, Amherst, and Truro.

The Commission RECOMMENDS the full involvement of the judges in the planning and design of the courtrooms and the judges' offices.

Care should be taken to separate the judicial wing of the court (the courtroom and the judges' offices) from those of probation officers, lawyers and administrative officials. In some instances throughout the province makeshift arrangements and thoughtless planning have given the public the impression that the court is the "Children's Aid Society's Court", that the judge works for the agency, and so on.

A model Family Court structure should be designed for use when permanent Family Courts are established in the province.

Library facilities and library books for the judges have, until recently, been virtually non-existent. This is an intolerable situation and additional resources must be made available to overcome the deficiency. The Commission RECOMMENDS the establishment of a number of "working libraries" for Family Court judges and service personnel throughout the province. Consultation with the librarians at the Faculty of Law and The Maritime School of Social Work, Dalhousie University, would prove helpful in selecting materials.

Where judges are on circuit and facilities are of a temporary nature care should be taken to ensure the incorporation of these essential features in the physical plant.

Support Services

A narrow view of the support services needed for a Family Court would include stenographic assistance, intake interviewers, receptionists, and record-keepers.

Unfortunately, in many instances, even these basic services have been lacking or available in inadequate supply to some of the Family Courts of the province.

What is even more distressing is the failure to provide the very services that distinguish a Family Court from traditional courts. For example, in one court, following the appointment of a judge, a part-time enforcement officer was appointed but no social worker or counsellor was provided "until the court started to pay its way financially". The essence of the Family Court, the assistance of those seeking counselling, was missing from the very beginning.

The submission of the Administrator and Staff of The Children's Aid Society of Yarmouth County reads in part:

> As an Agency directly involved in providing a helping service to families, we are horrified that there is no professional counselling service provided by the Family Court ...

Rather than enunciate numerous instances of similar action (or inaction) the Commission records its impression that there has been no attempt to develop the Family Court in an organized, conceptual way. With the appointment of each judge there should have been available, either full or part-time, counsellors, social workers, psychiatric and psychological services, consumer counselling, and legal counsel. In effect, these services were rarely available even by way of organized community resources.

The Commission views the following units as necessary and integral parts of a Family Court setting although not necessarily requiring location within the Family Court building or even official attachment to the system.

Intake and Screening

In addition to the normal receptionist service, the Commission RECOMMENDS that at each Family Court there be located professional social workers and others, including para-legal personnel, whose responsibility it would be to screen, isolate, and refer cases requiring other than legal action. Access to a lawyer would also be essential. Reference to legal counsel (such as is available through Family Rights in Halifax and Sydney) should be possible at all locations.

In addition, the Assessment Teams referred to in the Report, would be called upon for assistance at this point in time.

Police Involvement in Juvenile and Family Matters

In Halifax, under a representative of the Halifax City Police, an extremely effective screening process exists for juveniles charged with offences within the City. The police officer exercises considerable discretion in processing these matters and, in many cases, adequate assistance is obtained without having to resort to a court hearing.

The Commission observed the Family Division of the City of Ottawa Police Force and was greatly impressed with the potential for preventive work in this area.

The Commission commends the Halifax Police Force for its involvement and recognizes that such arrangements exist informally in other centres in the province. It RECOMMENDS that the Department explore the possibility of formalizing such arrangements and urges the development of Juvenile or Family Divisions of Police Forces to be associated with the Family Court system.

The Commission affirms its view that, if a matter proceeds to court, all parties should have the right to be represented by legal counsel. In recent years, the development of legal aid schemes has brought about an increase in the number of lawyers appearing in these matters although there remain many areas where no lawyer is available to either party. The Commission received strong support for this recommendation in a number of submissions.

Assessment Teams

The Commission RECOMMENDS that following the determination of the legal issues, for example guilt or innocence, desertion, etc., the judge have available adequate professional resources to whom he may refer the matter prior to disposition.

The Commission envisages a panel of experts, such as the Assessment Teams referred to earlier in this Report, flexible in composition depending upon the case, which might consider the evidence and give opinions to the judge on the available options for proper disposition of the matter.

The Commissioners are unable to agree on whether these experts should be subject to cross-examination by counsel, and whether other experts called by the parties, could challenge these conclusions. It is agreed that their reports should be made available to the parties and their counsel.

The thrust of this recommendation is to assist the judge in arriving at a proper disposition of the case once the facts have established that he must do so. The Commission does not envisage such a panel operating in all cases, an impracticable and wasteful process, but feels that such expertise should be available to the judge when he requires it.

At present, in a way, this function is performed by probation officers. However, The Commission questions the qualifications of these individuals to present such reports and feels that the "panel" concept would be more effective on the dispositional side.

Probation Services

In spite of the recommendations contained in "Benign Neglect" it is clear that some judges still follow the practice of requiring probation officers to prepare social histories prior to the finding in the case. This strikes the Commission as an improper practice, one which interferes with the privacy of the individual and his family, particularly in juvenile matters, and it is RECOMMENDED that such practice stop forthwith. Social histories should be available at the dispositional stage and when treatment is being considered.

The Commission met with probation officers, individually and in groups, in a number of locations across the province. These individuals, all of whom are genuinely interested in and dedicated to their work, are hopelessly overworked in most instances. The Commission has found it impossible to determine the "content of a case-load" but it is quite obvious that, particularly in the large centres, caseloads of 35-50 are totally unacceptable if one hopes to achieve anything by way of influencing or guiding the individuals involved. The same comments apply to those who serve as Social Workers at most of the Family Courts. One cannot help but gain the impression that the Department has appointed persons to these positions without a realistic consideration of the workload and job objectives.

There has been a large turn-over in the Probation Staff. This may be a natural phenomenon but it may also reflect the frustration, low salaries, and unreasonable demands that are part of the lot of these individuals.

Recently certain steps have been taken to prepare Probation Officers more adequately for their court appearances and the Commission commends the initiative taken in this regard.

At the same time an examination of social histories at Shelburne and court records discloses that the authors, Probation Officers, have considerable difficulty expressing their thoughts in writing and, what is more important, have very little time to spend with the indidivuals in their care.

The Commission RECOMMENDS that where a Probation Officer is involved in a court hearing he not be assigned as

Probation Officer to the young person following the hearing. The relationship is jeopardized from the beginning by the participation of the Probation Officer in the court proceedings.

In urban centres Probation Officers may, in many cases, see their charges only once a month for only a few minutes. It is RECOMMENDED that in such cases probation be terminated or, in the alternative, adequate staff be provided to do the job.

The Commission's impression that the Probation Officers are overworked and, to some extent, not properly qualified, is supported by a number of conversations with professionals in the field and by the briefs of several groups, including The Advisory Board of the Nova Scotia School for Boys, The Yarmouth County Children's Aid Society, and The Family Services of Eastern Nova Scotia.

An essential element of a treatment program is an effective after-care service. It is RECOMMENDED that a special corps of after-care workers, who can counsel families as well as individuals, be developed. Most Probation Officers felt themselves not qualified to assume this role and recognized the need for a different approach. Probation Officers and After-Care personnel must have more knowledge of human relations and skill in influencing human behaviour. The Commission wishes to emphasize the high priority of this recommendation.

Enforcement Services

It appeared to the Commission that the Department has been concerned about enforcement services (collection of money) with the result that where money could be collected such has been done. The Commission was not charged with the responsibility of examining the number of cases where deserted wives were unable to collect on orders made against their husbands although it would appear that this happens frequently, often due to the husband's departure from the province.

In some briefs it was strongly suggested that the Family Court act as a Bank from which deserted wives could collect and for which sum the Court (or government) would then be subrogated by action against the husband. The Commission has no recommendation in this regard but observes that such a concept would involve a total review of all benefits, federal, provincial, and municipal, applicable in the situation and would require inter-governmental co-operation to a very great extent.

It appeared to the Commission that some municipal units still insist that no benefits will be paid a deserted wife until she starts a proceeding in Family Court. The Commission feels that this is an improper demand and should be abandoned.

Confidentiality and Privilege

The Commission realizes that the implementation of certain of its recommendations would raise the question of privileged communications made to persons involved in counselling, advising, or assessing clients at the Family Court.

One of the recommendations of the Commission is that a comprehensive Code of Family Law and Procedure be developed and it is within such a Code that these questions must be resolved. The overriding principle should be to encourage the resolution of disputes by the provision of experts without the fear that testimony given these experts might be divulged, without the client's permission, to the Court. Once again the Commission commends to the Department the studies of provincial law reform bodies where reference is made to these problems and notes that the forthcoming paper by the Law Reform Commission of Canada will likely deal with the matter.

Administration

The Commission met with the two individuals who held the positions of Co-ordinator of the Family Court, one in Sydney and one in Halifax. In effect, this person is the manager of the local Family Court, acting as the Chief Administrative Officer and being responsible for probation services, social work services, enforcement services and clerical services.

In other centres more informal arrangements exist under the direction of the Regional Administrator.

The Halifax Court is an example of the expansion of legal jurisdiction causing an increase in numbers to a point where administrative services deteriorated. Recent changes have improved the system but until then there was an inadequate number of stenographers, outdated equipment, considerable delays in producing transcripts, and a general failure to meet the demand for service. The Commission commends the officials responsible for implementing the improvements and RECOMMENDS that much greater care go into the planning of administrative arrangements for these courts to ensure that the services are adequate.

Once again, but this time from an administrator's point of view, there is a need for more judges in the Halifax area. There are delays in cases due to the heavy dockets carried by the judges. Transcripts may be delayed for a month, adding further time to the process. This is particularly critical in matters concerning young persons in need of protection and in juvenile matters.

The Commission is also concerned about the present physical facilities in Halifax and RECOMMENDS that immediate consideration be given to the provision of additional space.

The location of the Family Court in Sydney in the lower floor of the Provincial Building is indicative of the failure of the Department to appreciate the proper setting for a court and illustrates the failure to involve the judges in effective planning.

In rare cases does a Crown Prosecutor appear in Family Courts. Normally the police officer must prosecute the case and occasionally a Probation Officer does so. The Commission RECOMMENDS that attempts be made to secure a Prosecutor on a full-time or part-time basis for all Family Courts in which the volume of cases is sufficient to justify such service. It is also RECOMMENDED that, where appropriate, a clerk of the court be appointed to the Family Court.

Should a Chief Judge be appointed it is expected that he would be responsible for conferring with the Court Coordinators with respect to the proper operation of the Courts.

Conclusion

In short, the Family Court has had an unhappy history. It was established amid great fanfare and aroused the expectations of those who sought a new alternative in the resolution of family disputes. It grew without careful planning, it has been understaffed and its support services, where existent, have been heavily taxed with unreasonable demands being made upon them. The Court has been relegated in the minds of many professionals and laymen to a "poor man's court".

In interviews with members of the administrative staff, it became apparent that they were frustrated by the lack of adequate facilities, manpower and support. While it is dangerous to generalize the Commission found across the province evidence of poor planning and inadequate support.

The Commission has attempted to pinpoint many of the problem areas in its recommendations. It must be emphasized that without the provision of full support services, qualified judges in adequate numbers, and comprehensive jurisdiction the Family Court concept will not receive a fair test and will be strangled by numbers and frustration.

VII. GENERAL ADMINISTRATION

The Relationship of the Family Court and the Special Protection Services to the Department of Social Services

The terms of reference of the Commission include an examination of the operation, as well as the program, of the Special Protection Services. This necessarily involves a study of the administrative models and their operation internally and in the field.

Comments are made earlier in the Report concerning the administration of Family Courts at a local level. At the higher level, within the Head Office, the Commission has only a few brief observations.

The Departmental organization and structure were very clearly stated to the Commission in a letter, dated November 1st, 1972 from the Deputy Minister. In addition, the Commission spoke at length and on an individual basis with Dr. F. R. MacKinnon, Deputy Minister, Mr. D. H. Johnson, Administrator of Family and Child Welfare Division, Miss Gwen Pickering, Administrator of Operations and Management Division, Mrs. Margaret MacDonald, Senior Consultant of Welfare Services, Mr. J. A. MacKenzie, Director of Social Research and Planning, and Mr. William Greatorex, Director, Special Protection Services.

With the benefit of these interviews the Commission had a very detailed picture of the internal structure and responsibilites within the Department.

Apart from the following comments the Commission is satisfied with existing administrative arrangements.

The Commission also studied Departmental Manuals of Policy and Procedure.

The transfer of the Supervisor of Special Protection Services to another assignment within the Department for a two year period seriously depleted the available resources. The Commission deplores the fact that a key position was, in effect, unfilled for such a period of time.

The Commission notes the observation of one court official that increased financial rewards and other benefits go to those who climb the ladder of administration. The relatively low salary ceiling of direct service workers leads to high staff turn-over and upward mobility. As a result highly skilled direct service personnel with substantial experience are rarely available to clients of the court.

The Commission recognizes that this phenomenon occurs in many professions, but expresses the opinion that in a service-oriented field, financial rewards and other incentives should be adjusted to induce highly competent and experienced personnel to remain in positions where their maximum contribution can be realized.

In conversation with Family Court Judges, the Commissioners frequently learned about the frustration and exasperations experienced by judges in attempting to communicate with highly placed Department officials. It would appear that the courts as well as the training schools have experienced periods when lines of communication with Department officials were blocked or broken.

In another part of the Report, reference is made to a staff development program. The Commission believes that Staff Development programs at the two schools should form only one element in a many sided program of education opportunities available to all members of the Special Protection Services. The Department of Social Services has a long and enviable record of concern for the educational qualifications of its staff members. Over the years the Department has assisted a large number of its employees to improve their professional qualifications. The Commission views this record with admiration and strongly RECOMMENDS that the practice be reintroduced at the earliest opportunity with a formal plan of Educational Leaves intended to afford staff members an opportunity to prepare themselves for the assumption of new duties or to upgrade their qualifications in continuing positions.

Educational Leaves should be provided through continuation of salary or the provision of special grants so that valued employees may avail themselves of these opportunities without prejudice to their personal lives and responsibilities.

The Commission believes such a program should start immediately because there are already some members of the Service who should improve their qualifications without delay.

VIII. FUTURE DEVELOPMENTS

In this part the Commission will consider the various types of services that might be developed by the Special Protection Service to supplement the present facilities and services of the Family Court and the two Training Schools. Certain comments refer back to and, indeed, develop the thinking of the Commission which is expressed in the parts of this Report concerning the Family Court, the Home, the School, the Community and the Institutions.

At the present time a judge is extremely limited in the disposition of a juvenile who has committed a delinquency. In addition, in matters such as desertion, custody, neglected children, applications under the Solemnization of Marriage Act and related matters, the support services are in the embryonic stages. There has been much talk but little effective action with respect to the development of programs to meet the individual needs of young people.

The Commission RECOMMENDS that the Department implement as soon as possible plans to provide an array of services, many of which would be experimental in nature and in the form of pilot projects. In making this recommendation the Commission realizes the practical problems of implementation, such as shortage of money and lack of qualified staff. However, the

Commission urges that action be taken rapidly to develop these projects in light of the fact that, in the view of most experienced professionals who appeared before the Commission and those with thom the Commission consulted privately, the present services really do not get to the root of the problems and, in some cases, tend to provide only partial treatment, causing the individual to be flung back into his previous situation with the likelihood of a recurrence of his difficulty. The Commission re-iterates the opinion that a large percentage of young people now in the institutions might be more effectively dealt with in community based residential treatment centres and, in many cases, if proper referral systems and community resources had been available, these young people should not have been brought before the courts, let alone have been confined to institutions.

The Commission RECOMMENDS that the Department adopt a liberal, experimental approach in implementing these options, few of which are new and many of which have been recommended for years. The Commission can do no better than urge that, in arriving at decisions as to which options might be developed, the Department consult widely with those in the field and consider not only financial factors, but also availability of professional staff, receptivity of communities, and geographic location as strong factors in influencing its decision.

In the following paragraphs the Report will refer to a range of options which should be considered. Most of these proposals are supported by at least 90% of those professionals who presented briefs and by most of the professionals consulted by the Commission. The list is not exclusive and might be expanded upon by reference to particularly local factors, consultation among those involved, "think-tanks", and imaginative and creative thinking.

To the Commission the most important issue is that resources be made available now to develop a range of these options. It is also RECOMMENDED that with the development of each pilot project provision be made to include a research element or assessment process to assist in determining, by concrete facts, if possible, the success or otherwise, the strengths and weaknesses, and the overall suitability of the project.

Finally, without intending to reflect upon the quality and content of other submissions, the Commission acknowledges the assistance it received from and specifically RECOMMENDS that the Department examine in detail the following submissions, which develop, in a variety of ways, many of the concepts briefly referred to in this Report:

The Staff of the Atlantic Child Guidance Centre,

The Family Service Bureau of Halifax,

The Family Service of Eastern Nova Scotia,

The Children's Aid Society of Halifax,

The Fundy Mental Health Centre,

The Nova Scotia Family and Child Welfare Association,

The Council of the Nova Scotia Association of Social Workers,

The Children's Aid Society of Colchester County,

The Advisory Board of the Nova Scotia School for Boys,

The Administrator and Staff of The Children's Aid Society of Yarmouth County,

Children and Adolescent Services of the Nova Scotia Hospital,

The Cumberland Group for Human and Social Development, and

The Catholic Social Service Commission.

Probation

One of the options available to a judge is to place a child on probation. The Probation Officer is to provide counselling and guidance to the child in an attempt to overcome his difficulties. In reality, as noted earlier, most Probation Officers are so heavily burdened with court-work and case-loads that they are unable, in many instances, to function properly. It was not uncommon for the Commission to be told that a young person's contact with his probation officer amounted to five minutes every three or four months.

It is obvious that no effective program of probation can operate without:

i) adequate numbers of staff;

ii) reasonable case-loads;

iii) highly qualified individuals who are constantly engaged in continuing their education and upgrading their qualifications.

Unless there is a reasonable hope of dealing in a meaningful way with the young person, the judge should be advised by the probation officer that he is unable to cope with the existing case-load and the judge should take up the matter with the Minister.

Family Therapy and After Care

The root problem in many cases of apparent delinquency lies in the home. Where there is a likelihood that such a situation may be remedied every resource should be made available to ensure that rehabilitation takes place. Well-qualified Family Therapists should be available to work with a family, whether or not the child remains in the home. The Commission regrets that there has been little impetus in this direction. In many cases young people have been released from Training Schools and returned to homes where no effort has been made to change the situation that originally contributed to the difficulty.

In smaller communities intensive efforts should be made to provide "mobile" services of this kind.

Community Residences for a Variety of Purposes

In larger centres, where a wide range of professional services are available, thought should be given to the establishment of homes which would serve a variety of needs.

For example, there is a need in a number of communities for a short-term Receiving Home (or Detention Unit) for young people charged with serious offences. At present, if these individuals are not to be returned to their parents, they must be remanded to the local jail or to Shelburne or Truro. This is a costly procedure on the one hand and also exposes the young person to an institution at a point too early in the process to be beneficial.

There is also the need for an Assessment Centre for those who have been found responsible by the courts but whose disposition is not yet complete. The available community resources should be applied at this point in time (see earlier comments on Assessment Teams) and, once again, the young person should be provided accommodation within the urban centre for the short period of time. Where appropriate, members of The Assessment Teams might constitute the professional personnel of the Assessment Centre. In Ontario, a formal institution was opened recently to serve solely as an Assessment Centre prior to the assignment of the young person to an institution, group home or other unit.

The Commission was told of a number of cases where young people were placed in Training Schools without proper assessments of a health, educational and psychological nature having been made.

For rural communities the development of Assessment Centres must be considered on a regional basis.

The need for this type of facility will not diminish and will likely increase. Action is required immediately.

Specific models that might be considered are:

a) The development of a Receiving Home (Detention Centre) as part of a Family Court structure, or otherwise, in a larger community;

b) The development of a combined Receiving Home (Detention Centre) with an Assessment Unit;

c) A combination of (a) and (b) with a Group Home, particularly in a smaller community or on a regional basis;

d) Private arrangements with individuals whose premises would become Receiving Units on a short-term basis as the need arose.

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Consideration should be given, in the establishment of Assessment Centres, to the plans of the Department of Health for Regional Centres where facilities and professional resources could be available on a shared basis.

Group Homes

A Group Home is designed to serve young people who are not able to exist comfortably within a family unit, natural or foster, but do not require or should not be exposed to living in larger institutions. There is conflicting opinion as to the ideal number of residents but an approximate figure would be six to eight individuals plus two house parents. The Commission wishes to stress the need for well-qualified group-home parents, whose commitment would not normally be expected to run beyond two to three years and for whom regular "relief" and expert professional services must be available on short notice.

A few Group Homes exist in Nova Scotia at the present time. The Commission visited the Group Home in Halifax operated by The Children's Aid Society and also visited The Girls' Residential Centre in Halifax. Recently a Group Home was established in Shelburne and extensive use is expected to be made of this facility.

There is a wealth of written material on Group Homes and it is not the intention of the Commission to refer extensively to the underlying concepts which are well known to all in the field. Generally, the Commission views the Group Home as an extremely attractive alternative to the Training Schools. The Commission is of the opinion that, while Group Homes are not the answer to all the problems, their use should be seriously tested over the next few years. The Department has been slow to move into this field and should immediately increase its commitment to the development of a reasonable number of these homes throughout the province.

The Commission believes there are a number of useful models of Group Homes, depending upon the type of resident, the geographic location, and the community resources available, and RECOMMENDS that there be great latitude in the development of these homes.

The development of a Group Home by the New Options organization, complementing its School and its Farm, is an example of a successful unit which should continue to receive government financial support.

Reference may be made to two recent publications:

Report to the Regional Social Planning Council (Halifax-Dartmouth) on Application of C.A.S. (Halifax) to the United Appeal for Funding the Group Home, December, 1972.

Group Homes, "Let's Get Going", Annual Meeting of the Nova Scotia Family and Child Welfare Association, 1973.

Both are helpful in understanding the concepts of a Group Home and the problems involved in its operation.

What is imperative, in the opinion of the Commission, is decisive action to develop this concept as a realistic alternative in the Special Protection Program. In the Training Schools the Commission was advised by professionals that many individuals should be removed and placed in Group Homes. In the Courts the Judges complained that they were forced to send individuals to Training Schools when the Group Home concept was the real answer. Probation Officers and Social Workers told the Commission that many of those in their charge should be in Group Homes. The Commissioners examined records at the Training Schools and these confirmed the views expressed that professional diagnosis in many cases called for the intermediate step, the Group Home. Of all the proposals considered in submissions to the Commission, the Group Home was the most common and received the most support as an urgent need.

With respect to the costs involved, the Commission has been advised that operating costs for Group Homes, exclusive of capital outlay, are considerably less than those incurred in operating the Training Schools.

Pre-Release or Halfway Homes

A special need for a young person who is about to leave an institution is, in many cases, a period of time in a pre-release unit. In some instances, these are known as "Halfway Homes".

In this setting a young person prepares for a return to his home or foster home by living in a group setting, perhaps with his parents as occasional visitors, and is thus able to complete a transition period prior to his complete release from "institutionalized living".

The Commission notes that such centres were recommended by a number of professionals and concurs in the suggestion that some be developed. Again, with a flexible approach, a Group Home may have this as well as other functions.

Regional Treatment Centres

The Commission RECOMMENDS that the Department should discuss with the Department of Health ways in which regional health centres might include treatment units for young people who fall under the care of the Special Protection Services unit. In many cases, duplication of psychiatric, psychological and social work services may be avoided and could be more effectively provided if co-operative steps were taken.

Much of the detailed planning in this regard can only be commenced following the determination of the future roles of the Training Schools. It is the view of the Commission that every effort must be made to treat most of these young people within their home community or, at least, within their region. The Training Schools should become specialized in nature with a greatly reduced population.

Foster Homes

The terms of reference of the Commission do not extend to an examination of the Foster Home Program. The Commission is aware of the efforts being made to evaluate and upgrade the quality of foster parents and the homes they provide.

On one occasion a foster parent conferred with a Commissioner and made the point that not only relief (time-off) but professional services must be available to parents who assume such responsibilities.

Again, an examination of the records and conversations with residents and graduates of the Training Schools and with Probation Officers raised questions concerning the quality of many of these homes. The Commission wishes to make these observations in the hope that action is being or will be taken to up-grade this extremely important part of the service.

A Community Based Youth Bureau

In its brief the Halifax Social Planning Department (City of Halifax) recommended the establishment of a Youth Bureau as an integral part of a general social service agency which would provide comprehensive services according to geographic districts in the city. The Bureau would act to prevent as well as to treat problems and would accept referrals from the schools, police, the court, parents and young people. This suggestion received the support of a number of organizations.

The Commission commends to the Department a detailed examination of this proposal as the basic premise upon which it is built is to eliminate the present fragmentation of social services in which the problem is treated rather than the client.

The Use of Volunteers

As the Department examines the options and resources available to it in developing and improving the program of the Special Protection Services, serious consideration should be given to the manner and the various ways in which volunteers might be used to enlarge the number of service personnel and enhance the nature of service rendered. Increasingly social agencies and welfare organizations are training volunteers for a kind and quality of service not provided by other personnel.

New uses are being devised and new programs of orientation and preparation are being developed which shed new light on the volunteer potential. These, along with new techniques and approaches being devised by professional and other personnel, are creating new opportunities and challenges to a vast storehouse of volunteer service. Appendix C is a Review of a Volunteer Program in a Juvenile Court setting.

Co-educational Programs

During its investigations, the Commission was advised that in some jurisdictions emphasis has been given to the development of co-educational programs. This concept appeals to the Commission particularly in the light of discussions with some experts in the corrections field.

The Commission recognizes the difficulties inherent in the development of such programs but is of the opinion that they would provide a more natural setting for young persons.

The Commission RECOMMENDS that the Department consider seriously the results of such programs with a view to their possible introduction in Nova Scotia.

Conclusion

At the risk of being repetitious, the Commission underlines the importance of experimentation in these and other options. Imaginative planning, creative use of community resources, aggressive development of shared-cost programs, the use of "purchase of services" concept, and recruitment of qualified and experienced professionals are required to provide a range of preventive and treatment services. Only when such a variety is available can an objective assessment be made of their potential.

IX. REFERENCES TO MAJOR RECOMMENDATIONS

1. Organize and strengthen pre-marital counselling, family life and family planning education. (Page 12)
2. Adjustment of case-loads of probation and after-care personnel. (Page 16)
3. Increase of personnel involved in family counselling. (Page 16)
4. Use of "purchase of service" concept to provide social services in communities. (Page 16)
5. Extend use of social services to school system. (Pages 18, 19)
6. Implementation of pertinent recommendations of CELDIC Report. (Page 20)
7. Priority be given to the establishment of Assessment Teams. (Pages 26,75)
8. Clarification of roles and functions of Advisory Boards. (Page 32)
9. Clarification of roles of Training Schools. (Pages 32,38, 39,41,42.)
10. Improved communication between senior departmental officials and members of the staffs of the Training Schools. (Page 34)
11. Increased parental involvement in rehabilitation programs of schools. (Pages 36,37)
12. Capital expenditures of Training Schools be limited to the completion of existing plans. (Pages 37,38)
13. Provision of additional counselling staff at both Training Schools. (Page 44)
14. Program of rotation of staff at Training Schools. (Page 45)
15. Immediate implementation of formal and continuing staff development programs at the Training Schools. (Pages 45,46)

16. Appointment of Assistant Superintendent at School for Boys. (Page 46)

17. Consideration of appointment of Supervisor of Training. (Page 46)

18. Additional social worker at School for Girls. (Page 48)

19. Review of duties and responsibilities of Superintendent of Nova Scotia School for Girls. (Page 49)

20. More resources for Daily Life program. (Pages 50,51)

21. Assessment of camp operation at Nova Scotia School for Boys. (Page 53)

22. Continue policy of involvement of school residents in community programs. (Page 53)

23. Use of Group Homes in preparation for release. (Page 55)

24. Department institute and co-ordinate program of Family Help and Therapy. (Page 55)

25. Adoption of objective of development of Family Court with exclusive, original jurisdiction in Family Law matters. (Page 59)

26. Department consult with appropriate bodies concerning review and reform of Family Law. (Page 60)

27. Continuing communication with reform bodies to avoid duplication of research. (Page 60)

28. Appointment of Family Court judges and restructuring of circuit responsibilities. (Page 62)

29. Transfer of jurisdiction with respect to Family Court Judges. (Page 63)

30. Appointment of Chief Judge of the Family Court. (Page 63)

31. Provision and publication of reasons for decisions of Family Court judges. (Page 64)

32.	Development of Child Advocate concept on experimental basis.	(Page 66)
33.	Training and Qualifications of Judges.	(Pages 67-69)
34.	Involvement of judges in planning and designing of facilities.	(Page 70)
35.	Establishment of libraries.	(Page 71)
36.	Intake and Screening Process.	(Page 73)
37.	Juvenile and Family Divisions of Police Forces.	(Page 74)
38.	Use of Social Histories.	(Page 76)
39.	Probation and After Care Services.	(Pages 77,78)
40.	Family Court Administration and Physical Facilities.	(Page 81)
41.	Appointment of Crown Prosecutor and Clerks.	(Page 82)
42.	Educational Leave.	(Page 86)
43.	Provision of an Array of Services.	(Pages 88-101)

APPENDIX A

SUBMISSIONS AND BRIEFS

Attendance Department, Sydney City Schools

Mrs. Rose Adams, Halifax

Administrator and Staff, Children's Aid Society of Yarmouth

Advisory Board, Nova Scotia School for Boys

Association for Children with Hearing Disabilities for Nova Scotia

Mr. Brian Bell, Halifax

Canadian Association for the Mentally Retarded, N.S. Division

Catholic Social Services Commission

Children's Aid Society of Halifax

Children and Adolescent Services, N.S. Hospital

Reverend Blair Colborne

Council of the N.S. Association of Social Workers

Cumberland Group for Human and Social Development

Dr. C. Donovan, Sydney

Family Service of Eastern Nova Scotia

Family Service Bureau, Halifax

Fundy Mental Health Centre

Professor Joan Gilroy

Carl C. Giffin, Executive Director, Cobequid Mental Health Centre

Halifax Urban Council, The United Church of Canada

Halifax Y.M.C.A. and New Options

John Howard Society of Nova Scotia

Edward C. Mason, Director of Welfare, Municipality of the County of Halifax

Miss K. M. MacDonald

Appendix A - Continued

Mr. James MacMillan, Sydney

Nova Scotia Action Committee for Humane Schools

Nova Scotia Family and Child Welfare Association

Social Planning Department, City of Halifax

Staffs of the Atlantic Child Guidance Centre

Staffs of the Children's Aid Society of Colchester County and the Colchester District Office of the Department of Public Welfare

Veith House, Halifax

Dr. John P. Wincze, Department of Psychology, Dalhousie University

Consumer Services, Province of Nova Scotia

* * * *

Social Relations Commission, Halifax-Dartmouth Council of Churches

APPENDIX B

VISITS AND CONSULTATIONS

In addition to those who presented briefs or submissions the Commissioners consulted informally with many professionals who are engaged in responsible positions in Nova Scotia. The Commissioners wish to acknowledge the thoughtful contributions and expert advice offered by these individuals.

Through the efforts of W. T. McGrath, Executive Director, Canadian Criminology and Corrections Association, the Commissioners met with the following individuals:

Dr. John Gandy
School of Social Work
University of Toronto
Toronto, Ontario

Mr. Sydney Shoom
Director of Social Work
Ministry of Correctional Services
Toronto, Ontario

Mr. Guy Marcotte, t.s.p.
Provincial Director
Juvenile Probation Services
Department of Social Affairs,
Quebec, Quebec

Judge J. R. McKnight
Provincial Court (Family Div.)
Ottawa, Ontario

Mr. Klaas Meyer
Supervising Probation Officer
Provincial Court (Family Division)
Ottawa, Ontario

Appendix B - Continued

Mr. Allan Martin
Chief of Social Services
Detention & Observation Home
Provincial Court (Family Div.)
Ottawa, Ontario

Detective Sergeant Donald McDonald
Head, Youth Liaison
Ottawa Police Department
Ottawa, Ontario

Dr. Victor Szyrynski
Department of Psychiatry
University of Ottawa
Ottawa, Ontario

Dr. Tadeusz Grygier
Director
Department of Criminology
University of Ottawa
Ottawa, Ontario

Mr. Frederick B. Sussmann
Faculty of Law
University of Ottawa
Ottawa, Ontario

Mr. McGrath also arranged for the Commissioners to visit The Family Court in Ottawa and St. Joseph's School in Alfred, Ontario.

APPENDIX C

A REVIEW OF A VOLUNTEER PROGRAM
JUVENILE COURT
OTTAWA, ONTARIO

Volunteers were used in court settings as early as 1960 when a program of this nature was started in Michigan at the Royal Oak Municipal Court. Shortly after, volunteers were used in the Denver County Misdemeanant Court and the Boulder Colorado Juvenile Court. It is estimated that by 1967 there were approximately twenty five courts in the United States which were using volunteers; this number has since grown to the point where in 1971 it is estimated that there were between one hundred and fifty thousand, and two hundred and fifty thousand volunteers serving in approximately two thousand courts in the United States. The projected development of this program suggests one million citizens involved by 1981.

During the past two years, since March 1971, an interesting experiment has been conducted at the Juvenile Court in Ottawa; and, departmental officials are referred to the Report on this project which will soon be published by the National Department of Health and Welfare, in conjunction with the Court.

In establishing its project the Ottawa Court, recognizing that one of the greatest needs in the corrections field today is an informed public, turned to the Report of the Ouimet Committee which at one place stated:

> The need for public understanding of the issues involved in crime and corrections and for direct citizen participation in the correctional services (Report of the Canadian Committee on Corrections).

and taking this as its foundation stone established a volunteer project.

The Draft Report of the Ottawa Court contains the following:

> The growing army of crime can be counteracted only by an equally powerful army of concerned citizens working directly with and through their court probation department - the chaos areas of probation are: (1) rehabilitation of offenders, (2) community support for the court, and (3) general economic values.

The Ottawa authorities recognize three basic advantages in using volunteers: (1) volunteers can offer more frequent service to probationers than can the regular probation staff, (2) increased staff can provide a greater range of service to the clients, (3) volunteers can provide one important link between the court and needed community resources.

In a highly specialized setting such as juvenile and family courts, the mention of volunteers raises questions immediately as to how these people can be used. In the Ottawa project the volunteers worked directly with the offenders in counselling, guidance and testing. Others became involved in self-improvement programs, and recreational undertakings.

As the explorations of the Commission indicate it is not difficult to secure the services of a wide variety of volunteers many of whom are professionals in their own right and who are willing and indeed anxious to contribute to the well-being of society. Since there appears to be no problems in finding suitable personnel, the emphasis in any program of this nature can be directed to selection, training, and supervision. Obviously, people who have not had special preparation for service in the field of corrections need help in preparing to undertake service. They also require highly qualified supervision on the job.

The objectives of the Ottawa project are stated as follows:

(1) To provide direct service to juvenile probationers by criminology students and community volunteers.

(2) To develop a selection, training, and supervisory program for volunteers involved in the project.

(3) To train students of criminology in techniques in extending citizen participation in correctional services.

(4) To define, evaluate and interpret the various functions volunteers may effectively undertake in the rehabilitation of probationers.

It now appears that a program of this nature would need wide-spread interpretation, so that the public would fully understand the advantages and limitations involved.

Appendix C - Continued

The Ottawa experiment in using volunteers in the Family Court indicates a strong feeling of optimism over the values of the program both to the court and to its clients.

Members of the Department of Social Services are urged to study this Report and its findings along with experience in other settings and to give consideration to the implementation of similar programs in this province.

APPENDIX D

REPORT
OF
THE COMMISSION ON SPECIAL PROTECTION SERVICES
IN
THE DEPARTMENT OF PUBLIC WELFARE
PROVINCE OF NOVA SCOTIA

HALIFAX, N.S.

JANUARY 31, 1973

REVISED, MARCH 5, 1973

ACADEMIC PROGRAMS - NOVA SCOTIA SCHOOL FOR GIRLS (TRURO)
- NOVA SCOTIA SCHOOL FOR BOYS (SHELBURNE)

INTRODUCTION

Included in the frame of reference of the Commission are the two training schools within the Special Protection Division: The Nova Scotia School for Girls in Truro and the Nova Scotia School for Boys in Shelburne.

The Shelburne facilities are designed for 150 boys and the Truro School can now accommodate 80 girls. However, at the time of the study there were only 150 children in residence at the two institutions.

The rate of commitment normally increases during the fall and early winter so that the schools usually operate at close to capacity for the balance of the winter and during the spring.

Most children at the Institution have experienced at least some difficulties of an academic nature prior to their committal. In some cases, the child may have acted out in school to attract attention. In many other cases, serious learning disabilities and emotional disturbances prevent these children from achieving a normal academic standard within the ordinary school curriculum. Truancy, for which many children find themselves eventually in Shelburne or Truro, may be evidence of deep-seated problems at home, or elsewhere, which manifest themselves in this type of behaviour. The Commission observes the frequent use of "truancy" as a means for bringing before the courts children who may be in need of protection for other reasons.

The Commissioners examined personally the complete case histories of a sample of more than 25% of the residents of both these institutions. Time after time failure to achieve in school appeared as a characteristic of these children.

One might expect, therefore, that the academic program at such Institutions would be one of the highest and most developed priorities and would provide an unrivalled laboratory for the training of teachers in Special Education. The very desperate situations of many of these children cry out for creative, imaginatively planned, educational programs, designed to deal individually with each child and to assist him or her in making a satisfactory re-entry into the community.

It is the opinion of the Commissioners that such programs and planning have not been adequately developed at either school.

Before proceeding with an examination of the academic program at the two schools the Commissioners wish to observe that it was not their intention to compare in detail the academic programs in existence at the School for Boys and the School for Girls. However, in the course of its work it appeared to the Commission that many problems were common to both systems and, therefore, certain comparisons have been drawn where common solutions could be helpful.

In June, 1972, the situation at The School for Boys was such as to require, in our opinion, immediate study and detailed consideration.

The School for Girls in Truro appeared to be in a somewhat different position,although much remains to be done to improve the academic program.

At both schools the present Superintendents have been attempting to cope with a variety of major problems, including the academic programs. The comments and recommendations of the Commission are designed to strengthen these efforts to overcome problems of long-standing duration.

GENERAL PRINCIPLES

It is suggested that in the operation of both schools certain principles should govern. Later in this Report, acceptance of these general principles will lead to specific recommendations.

1. Where it is necessary for the Department of Welfare to operate academic programs, for example in the Truro and Shelburne Institutions, the planning, development and operation of these programs should be carried out in such a manner as to involve at all levels the resources and expertise in the Department of Education.

2. In academic programs directly under the Department of Welfare, for example those at Shelburne and Truro:

   a) local school inspectors should be actively involved in the programs of the Institutions;

   b) all teachers should be qualified according to the standards of the Department of Education, and at least some should possess qualifications in special education;

   c) teachers should be encouraged to participate in conferences, seminars and workshops conducted by the Department of Education;

   d) teachers should be given the opportunity to up-grade their qualifications at the expense, in whole or in part, of the Department of Welfare;

   e) More pupils should be integrated into the local school system.

3. Every opportunity should be taken to involve specialists in education from Universities, Teachers' Colleges and the Atlantic Institute of Education.

THE ACADEMIC PROGRAM AT THE SCHOOL FOR GIRLS IN TRURO

The Commissioners visited the School for Girls on a number of occasions. We had an opportunity to visit the classrooms and to discuss the program with a number of teachers and pupils.

Although the classrooms are housed in old buildings with many inadequacies and limitations, recognition has been given to the importance of the program. The teachers are reasonably well satisfied with the equipment and resources at their disposal, and the plan, in operation for some years, to spend $1,000. per year on the purchase of equipment for each classroom seems to be working well.

The library situation at Truro is little better than that at Shelburne and the comments made later in this Report concerning the importance of a good library apply to both Schools.

The fact that girls from three different provinces, Nova Scotia, New Brunswick and Prince Edward Island, are committed to this School creates problems for the teachers because of the large number of books involved and the wide variation in subject matter. This would appear to be a problem reasonable of solution and the Commission recommends that the Department of Public Welfare bring this matter to the attention of the Departments concerned and press for an early resolution.

At Truro, there is no provision for substitute teachers or additional teachers when the population of the school increases over the year. It is normal to commence the year with an excellent teacher-student ratio due to the fact that many committals occur later in the winter. However, with the increase of the population at the school there is no addition in staff and this definitely affects the academic program. The Commission recommends that immediate steps be taken to deal with this problem.

The Commission notes that some use has been made of expertise in education within the province but the point is that extensive use of these resources, in a planned manner, has not yet been achieved.

Notwithstanding the fact that the MacKillop Report was prepared for use at the School for Boys, its recommendations have wider application and therefore the Commission recommends that the academic program and facilities at the School for Girls be reviewed by an outside consultant with the view to determining the extent to which the comments and recommendations contained in the MacKillop Report may be appropriate for the Truro School.

The Commission emphasizes the importance of relevant participation by teachers, staff and students in the development of future plans.

THE ACADEMIC PROGRAM AT THE SCHOOL FOR BOYS

Before examining the academic program in the Shelburne Institution, members of the Commission had listened to unfavourable criticism of that program voiced by officials of the Family Courts, Child Welfare Workers, Children's Aid Society Representatives, Teachers and recent graduates.

Briefly, these criticisms were that the boys learned little while living at the School and that many were "put back" at least a grade when they returned home. It was pointed out that while many of the boys were known to have learning disabilities and emotional problems which would require special care, there was little provision in the academic program to deal with this type of problem. Also, from an examination of the case histories of the residents of the school, it was clear that many suffered problems of adjustment in returning to their communities, and in many cases these problems appeared to arise directly from the weakness of the academic program at the School. Furthermore, the Commissioners knew that the Department had been housed for the past twenty-four years in a temporary building, constructed during World War II. It was known that the Department of Welfare had plans to construct a new academic complex. As a result, the Commissioners were prepared for some inadequacies and limitations. They were not prepared for the evidence of neglect and disregard for the importance of the academic program they found within the building.

The Commission recognizes recent difficulties experienced in connection with the academic program and does not hold the present school administration responsible for the situation. In fact, improvements were being made when the Commissioners visited the school. The tragedy lies in the fact that this condition has been allowed to exist for an extended period of time.

The first visit was a shocking experience. Subsequent visits and conversations with members of the teaching staff confirmed initial impressions and contributed to the distressing picture. In brief, the Commission found the teachers to be concerned and dedicated. At the same time there was convincing evidence that they were frustrated by a conviction that no one in the Department was deeply concerned about the academic program. To demonstrate this they pointed to the lack of teaching equipment, the dilapidated and shabby furnishings and the failure to provide a substitute teacher to continue the program when one of them fell sick.

At the time of the visit of the Commission in June, 1972, only one teacher held special qualifications for teaching children with learning disabilities. That teacher had taken courses in remedial reading on his own initiative and largely at his own expense, but had not been provided the necessary equipment to make effective use of his specialized education. Consequently, he used his own money to purchase some needed books and supplies.

Teaching equipment is either sadly lacking or non-existent. On entering the building, the visitor is impressed by the presence of a large video screen mounted on a high portable stand; unfortunately there is no video tape recorder to which it can be attached.

Educational video and audio tapes, overhead projectors and a host of essential educational devices characteristic of a contemporary classroom simply are not present. Specifically, one might note the absence of adequate equipment and laboratory facilities in biology, physics and chemistry, and a dearth of maps, charts and illustrative materials. The equipment that has been supplied is old and in a state of disrepair or otherwise inadequate in quantity or design.

The classroom furniture, such as desks, chairs, tables and the like are old and dilapidated. Many of these items have not been painted, varnished or properly cleaned. The drab, unattractive classrooms provide mute evidence of years of inadequate maintenance. The heating system is such the teachers sometimes bring electric heaters from their own homes to keep themselves and their pupils warm.

An essential component of any modern academic program is the library. It should be the principal resource for students and teachers; an information centre where one can study and make use of tapes, films and other learning aids. The library at the School for Boys is deplorably inadequate. The books are few and in the most part, old. Unattractively housed as they are, in a drab, sparsley furnished room, they offer little inspiration. In the opinion of the Commission, they are more likely to discourage than attract a boy who has yet to learn there can be something worth reading in a book. The general library situation is well illustrated by the fact that the encyclopedia had not been up-dated for 12 years.

While deploring the existing condition of the academic program and facilities at the school, the Commission wishes to pay tribute to the Department on its plans for a new academic complex which is long overdue. In connection with the plans currently being developed, the Commission strongly advocates that the newly-appointed Headmaster and his staff be afforded opportunities to influence these plans at every stage of their development.

****

The initial examination of the academic program took place in late June, 1972. The Commission was so distressed by its findings in the academic department that contact was made immediately with the Minister and Deputy Minister of Welfare.

The then Minister, The Honourable Allan Sullivan, decided on the basis of the findings of the Commission to appoint Angus MacKillop, Superintendent of Schools, city of Sydney, Cape Breton, to conduct an in-depth study of the program and to provide recommendations as quickly as possible.

While the appointment of Mr. MacKillop was a ministerial decision, it was agreed that he would report to the Commission, and that the MacKillop Report would be included in the Final Report of the Commission. It was also agreed that this Report would be made public within a reasonable time after its receipt by the Minister.

In July, 1972, the Commission met with senior representatives of the Department of Welfare at which time the initial reactions of the Commission, with specific examples, were communicated to those officials.

Mr. MacKillop was unable to visit Shelburne until September at which time he spent almost a full week in residence. In early October he forwarded an interim report to the Commission. His Final Report was received later that month. During this period of time the Commission felt it inappropriate to visit the Shelburne School due to the fact that Mr. MacKillop was conducting his detailed examination of the academic program.

Following receipt of Mr. MacKillop's Report the Commission considered his recommendations and, in response, the Commission made several additional visits to the Institution. These visits enabled the Commissioners to examine the program at close range. It also permitted the Commission to establish a contact with the new Headmaster, Mr. Douglas Woodhams, and with other members of the Teaching Staff.

While the attention of the Commission was primarily focussed on the academic program it was not oblivious to the excellent Industrial Arts and Crafts program. This aspect of the program appeared to be well-staffed and adequately equipped.

The Interim and Final Reports of Mr. MacKillop are attached as Appendices "A and B" to this Report.

Except as hereinafter stated, the Commission agrees in principle with the recommendations of Mr. MacKillop.

TheCommission urges that the Minister give immediate consideration to the recommendations contained in this part of the Report. It recognizes the need to develop orderly priorities within the Department of Welfare for all the programs under its jurisdiction. However, it is the opinion of the Commission that immediate improvements in the academic program in the Shelburne School for Boys must be made.

Accordingly, the Commission recommends that appropriate representatives of the Department of Welfare give immediate consideration to all recommendations in this part of the Report and that, where applicable, departmental officials seek the co-operation and assistance of the Department of Education.

In addition, it is recommended that development of the academic program be established immediately with provision for the implementation of certain recommendations during the present term and a clear timetable developed for the implementation of other recommendations.

The Commission underlines the importance of active participation in the decision-making process by members of the academic staff, the Headmaster and the Superintendent at the Shelburne School for Boys.

OBSERVATIONS AND RECOMMENDATIONS ON THE INTERIM REPORT (MACKILLOP) APPENDIX "A"

1. Re Part "A", Recommendation 4, page 3

The Commission has specific recommendations concerning the appointment of an assistant superintendent, which differ somewhat from those of Mr. MacKillop. Therefore, it is recommended that no action be taken until the Final Report of The Commission is completed.

2. Re Part "A", Recommendation 5, page 3

This recommendation should be read with that contained in the Final Report of Mr. MacKillop. The Commissioners favour the immediate provision of a substitute teacher as a temporary measure until the recommendations concerning additional full-time staff can be implemented.

3. Re Part "A", Recommendation 9, page 5

It is the opinion of the Commissioners that a professional staff library may be combined physically with the general library which should be developed for the students at the school. The emphasis should be on the provision of resources and not necessarily separate facilities. Otherwise, the Commissioners accept the recommendation contained in the Interim Report.

4. Re Part "A", Recommendation 13, page 9

The Commissioners concur in general with the comments of Mr. MacKillop but emphasize that the failure to provide adequate equipment and supplies for the classrooms is not of recent origin.

OBSERVATIONS AND RECOMMENDATIONS ON THE INTERIM REPORT (MACKILLOP) APPENDIX "A"

5. Re Part "A", Recommendation 8, page 5

This recommendation should be considered subject to the established practice of the recommendation to the appropriate Departmental Official being made by the Superintendent after consultation with the Headmaster.

OBSERVATIONS AND RECOMMENDATIONS ON THE FINAL REPORT (MACKILLOP) APPENDIX "B"

1. Comments re chapters I, II and III

In the Final Report of the Commission consideration will be given to a re-definition of the role of the Shelburne School for Boys. This may involve a reduction in the number of residents of the School and, in any case, it is not anticipated that there will be an increase over the next few years. Therefore, while the Commissioners agree with the general tenor of Mr. MacKillop's recommendations in this area, final action should be deferred until receipt of the Final Report of the Commission.

2. Comment on Procedure of Calling for Tenders for Items over $50.00, chapter I, part E, page 7

The Commission questions the policy which apparently requires the calling of tenders for the purchase of items over $50.00 in that, as Mr. MacKillop has noted, this restriction greatly slows the ordering process and may seriously affect the development of the program of the school. The problem is underlined by a recent experience where six to eight weeks passed between the time of requisitioning an order and the time at which tenders were called. This policy should be reviewed.

OBSERVATIONS AND RECOMMENDATIONS ON THE FINAL REPORT (MACKILLOP) APPENDIX "B"

3. Up-grading of Staff - In-service Training, chapter II, part B, page 10

These comments should be viewed in the light of the general recommendations which the Commission will make in its Final Report concerning the implementation of an effective Staff Development Program for all members of the Special Protection Services.

In certain cases it may be appropriate to hire staff with qualifications "equivalent to" a valid Nova Scotia Teachers' Licence.

Consideration should be given to hiring teachers for a one-year probationary period, provided this is permissable under Civil Service regulations.

4. Fringe Benefits - chapter II, part C, page 12

The Commission questions the advisability of offering a fringe benefit of this nature to one group, for example, teachers. The Commission supports what it understands to be the present policy of considering all staff as being eligible for such benefits.

5. Additional Staff Needed - Assessment Team
chapter II, part D, page 12

The Commissioners support the comments of Mr. MacKillop at pages 12 and 22 of his Final Report. In its Final Report the Commission will be making recommendations concerning Assessment Teams which will play a more extensive role than that referred to in Mr. MacKillop's Report. The two concepts, however, are not inconsistent and planning should proceed without delay.

6. School Counsellors - chapter II, part F, page 14

The Commissioners agree generally with the comment of Mr. MacKillop but the Final Report will recommend a different way of implementing his recommendation.

7. Group Home in Shelburne - chapter III, part A, page 20

A Group Home has recently been established in Shelburne and should be available for the use recommended by Mr. MacKillop. The Commission will have further comment on the development of Group Homes in its Final Report.

8. Deficiencies in the Present Arrangement of Classes - chapter II, part B, page 21

The Commission recognizes the validity of Mr. MacKillop's criticisms of the present arrangements of the classes in the academic program. However, until recently there had been a long-standing failure to communicate effectively between those involved in the academic program and the other program staff of the Institution. With this in mind the present administration instituted the system now in effect and it has proven to be a unifying factor within the school. For the present time, the Commissioners feel that no change should be made. This has been discussed with the Headmaster who agrees that the status quo should be maintained for the foreseeable future. This is a matter we feel should be left for decision by members of the Staff at Shelburne.

9. Evaluation and Reporting - chapter III, part E, page 24

The Commission's analysis of the case histories of students in residence at Shelburne confirms Mr. MacKillop's impressions concerning the evaluation and reporting system at the School. It is apparent to the Commission that a problem of communication exists between the Shelburne School and local school authorities whereby inadequate information is exchanged. The Commission recommends that the Headmaster take steps to overcome this difficulty

10. School on Twelve Months Basis - chapter III, Part F, page 25

The Commissioners question Mr. MacKillop's conclusion in this matter and suggest that the idea of a summer school session not be dismissed merely on the basis of the "overworked teachers" argument. If the School is to be regarded as a treatment centre the present policy of discharging large numbers of boys at the end of the school year is not consistent with good treatment practice. From a treatment point of view, a continuing education program could benefit some students who remain at the School during the holiday period. This could be accomplished by using substitute teachers in the summer months. The Commission is not suggesting the operation of a full academic program for each student on a 12 month basis but that the opportunity to improve and receive remedial training, at least, should be available in certain cases. The Commission notes that this is done elsewhere in Canada and appears to assist the students involved.

CONCLUSION

The Commissioners have chosen to comment on Mr. MacKillop's recommendations as they appear in the body of his Final and Interim Reports rather than on the summary of recommendations contained at page 33 of his Final Report.

Respectfully submitted,

L.T. Hancock

L.T. Hancock,
Commissioner

F.M. Fraser,
Chairman

Mar. 25/1973
January 31, 1973

APPENDIX E

INTERIM REPORT

Submitted By

Angus MacKillop
Superintendent of Schools
City of Sydney

TABLE OF CONTENTS

Page

Part A

RECOMMENDATIONS 1

1. A FULL TIME READING SPECIALIST 1
2. A QUALIFIED LICENSED TEACHER 2
3. A CLERK-TYPIST 2
4. ASSISTANT SUPERINTENDENT 3
5. A SUBSTITUTE TEACHER 3
6. PHYSICAL EDUCATION INSTRUCTOR 4
7. GYMNASIUM 4
8. HIRING OF ACADEMIC STAFF 5
9. PROFESSIONAL STAFF LIBRARY 5
10. N.S. TEACHERS' COLLEGE - TRURO & OTHER TEACHER TRAINING INSTITUTIONS 6
11. THE ATLANTIC INSTITUTE - HALIFAX 6
12. GRADE LEVELS - PUPIL TEACHER RATIO 7
13. CLASSROOM SUPPLIES - EQUIPMENT 8

Part B

RESULTS OF MEETINGS 10

1. MR. ALEC MCCABE, PRINCIPAL Regional Vocational High School 10
2. MR. GARNETT HOGG, PRINCIPAL Shelburne Regional High School 11
3. MR. CHESTER LEGROW, INSPECTOR Shelburne County 11

PART "A"

RECOMMENDATIONS

1. A FULL-TIME READING SPECIALIST should be appointed immediately. Mr. Om Goel, who is at present a classroom teacher at the school and who has completed the Advanced Block in Reading at the Nova Scotia Summer School, would appear to be an appropriate person for this position. He should be directly responsible to the Headmaster, Mr. D. Woodhams.

A job analysis of this position should include the following;

(a) The development of a reading program for the school in consultation with the academic staff.

(b) Reading Assessment - when a boy is admitted to the school, he should be tested immediately and his reading level determined. He should then be placed in the reading program, depending on this assessment.

(c) Remedial Reading - In addition to developing and overseeing the reading program in the entire school and assessing and placing each individual child, the specialist must be prepared to work on a one-to-one basis with small groups of three or four pupils who are in need of individualized reading help.

A small room is available which Mr. Goel can use as a reading centre. A sum of $5,000.00 should be allotted to Mr. Goel to start building up supplies and equipment for this reading center. The room can only accommodate three or four students at one time. Because of the limited space in this area, any larger amount of money could not be used effectively in purchasing supplies and equipment. Mr. Vincent MacDonald, Director of our Reading Centre in Sydney, is willing to prepare a detailed list of supplies and equipment that may be used as a guide by Mr. Goel in the ordering process.

This new position is absolutely essential because one of the greatest academic drawbacks of these boys is their inability to read. Most of them are two to three years behind in reading ability for their age level. The appointment of Mr. Goel to this position should be for a probationary period of one year.

2. A QUALIFIED LICENSED TEACHER should be hired immediately to replace Mr. Om Goel. This may not be easy as school has already opened. However, well-qualified teachers are still available because of the current teacher surplus.

3. A CLERK-TYPIST should be hired at once and should be directly responsible to Mr. D. Woodhams. Space is available in the office of the Headmaster or in the reception area outside of the office.

At present, the Headmaster spends a great deal of his time acting as a messenger, file clerk, and stock clerk. This is not proper use of a trained person. In order to devote his full time to the administration and supervision of the school, and so he may be in daily contact with his teachers and students, and maintain close relationship with the Superintendent, Chief Counsellor, etc., he must be relieved of those duties which can be efficiently handled by a clerk-typist.

4. ASSISTANT SUPERINTENDENT - Mr. Anderson, Assistant Superintendent of the Boys' School, is on loan to the Department of Welfare in Halifax. I, personally, feel that the school is in need of an Assistant Superintendent who has a broad background and training in the field of education, and that this particular position should be filled at once. If Mr. Anderson is not immediately available, applications should be called and a new appointment made.

5. A SUBSTITUTE TEACHER is needed for the school. A real problem seems to exist when a regular or shop teacher is absent and no substitute is available. Loss of class time can be a serious educational handicap to these boys. The answer to the problem is more difficult because of a lack of qualified teachers as substitutes in the area, as reported by Mr. LeGrow, Inspector. Nevertheless, the problem needs immediate attention and Mr. D. Woodhams should explore the following possibilities:

(a) A teacher aid could be hired on a full-time basis and part of his responsibility would be filling-in when teachers are absent. For this reason the aid should be a qualified teacher. Many and varied duties could be assigned to this teacher aid during periods when his services are not required as a teacher. Such duties could include: working with small groups, assisting teachers with marking, checking of work and recording of same, helping teachers in the preparation of class work and assignments, etc.

(b) Every effort must be made to obtain a substitute teacher from the surrounding area if the hiring of a teacher aid is impossible.

(c) Using a counsellor with good academic background as a substitute teacher. This counsellor should be relieved of his counselling duties while teaching.

6. PHYSICAL EDUCATION INSTRUCTOR - At the present time, Ron Jefferson, the Physical Education Instructor, is responsible to the Chief Counsellor, Don Higgins. Because his job is of an instructional nature, Mr. Jefferson should be responsible to Mr. D. Woodhams, Headmaster.

7. GYMNASIUM - The condition of the present gymnasium leaves much to be desired. It would cost a considerable amount of money to remodel it and make it acceptable. Such an expense does not seem warranted,

considering the possibility that a modern academic-vocational complex will be built with a modern gymnasium included. However, a coat of paint on the walls of the present quarters would add greatly to its appearance.

8. HIRING OF ACADEMIC STAFF - The qualifications and ability of the educational staff should be the direct concern and responsibility of the Headmaster. Therefore, the hiring of the educational staff should be done by the Headmaster in consultation with the Superintendent of the school.

9. PROFESSIONAL STAFF LIBRARY - The educational staff need training and knowledge in the field of Special Education if they are to work effectively with boys of this type. Therefore, a yearly grant of from $300.00 to $500.00 should be provided to build a professional staff library. The emphasis in such a library must be on the provision of up-to-date books and periodicals dealing with the education of children in need of special help. The selection of materials should be the responsibility of the Headmaster, in consultation with his staff. For the time being, maybe space could be provided in the reception area and books checked in and out with the clerk-typist.

10. NOVA SCOTIA TEACHERS' COLLEGE - TRURO - AND OTHER TEACHER TRAINING INSTITUTIONS -

It has been the custom in the past for student teachers from the teachers' college to do some practice teaching at the Boys' School. Student teachers have been selected depending on their place of residence, that is those living in or near Shelburne.

I would suggest that Mr. Woodhams and Mr. Costello visit the Teachers' College and, acting through the principal of the College, should explain the Boys' School and its particular problems to the student teachers. Only those student teachers who have an interest and feel they would like to do their practice teaching at the Boys' School should be selected and, if necessary, accommodations provided for them. This procedure could help greatly in staffing the school by attracting the proper type of teacher to the school, that is, teachers who have a real interest in, and feeling for, this type of boy.

The same procedure in choosing student teachers could be followed at the other teacher-training institutions in the Province.

11. THE ATLANTIC INSTITUTE - HALIFAX

The Atlantic Institute graduated its first class this past year in the field of Special Education. A Degree in Special Education is a desirable requisite in any teaching situation but more so in schools where children have particular problems, such as at Shelburne. It would be a definite asset to the school if some of these graduates could be attracted to the staff. In this regard, a meeting should be arranged with Dr. Lawreys, Head of the Atlantic Institute, to investigate the possibility of some of these students in Special Education doing their practice teaching at Shelburne in the hope that they would eventually join the staff.

Further recommendations with regard to the involvement of the Institute with the School for Boys will be made in the final report.

12. GRADE LEVELS - PUPIL TEACHER RATIO

At times the pupil-teacher ratio is as high as 20 to 1. I do not intend, at this time, to comment on what I believe to be a desirable educational ratio but will express my views in the more detailed report.

Although a 20 to 1 ratio in a regular classroom might be quite acceptable, it causes considerable difficulty for teachers at Shelburne because of the type of boy and the unusual set-up of classes. This year the Boys' School has gone on a Cottage System. The boys are classified by age, size, and aggressiveness and are placed in a certain cottage. The principal reason behind the cottage system is to prevent brawling, homosexual acts, etc. This system projects itself into the academic classroom. The result is that most classes are made up of boys who span four different grade levels.

This means that a teacher is attempting to work with 20 pupils, many with complex problems, many emotionally or intellectually deprived, and trying to teach all the subjects covering four different grades.

As a temporary and immediate help for the teachers, a two-day practical workshop should be arranged, during which the teachers will be helped to set up a workable program in the field of language arts and arithmetic covering the various grade levels.

The Sydney School System is prepared to supply two specialists in the field of reading and its Supervisor of Special Education to conduct such a workshop. Transportation for these specialists should be provided by the Department of Welfare and accommodation provided by the school.

In order for an effective in-service to be carried on, some of the material referred to in No. 1 would have to be provided to Mr. Goel immediately.

13. CLASSROOM SUPPLIES - EQUIPMENT

Classroom supplies and equipment are sadly lacking in the academic classrooms. The reason for this has been the indifferent attitude of the previous Headmaster in ordering supplies and equipment for these classrooms. In conversation with the Instructors of Physical Education, Carpentry, Auto Mechanics, Industrial Arts, Pottery and

Handicrafts, the impression I received was that they have not been denied supplies and equipment to carry out their program. They are well treated in this respect. This has not been the case in regard to the academic classrooms. In conversation with Mr. Doug Smith, Business Manager, regarding budget and other matters, I was informed that the shop teachers have been ordering on their own, whereas the former Headmaster neglected this aspect in regard to the academic classrooms. Last year, Mr. Bob MacDonald, Acting Headmaster, did submit a list of supplies and materials to Mr. Doug Smith, Business Manager, on behalf of Mr. Paul MacGillivray (who is not there this year), Mr. Om Goel, and himself. Mr. Smith informed me that some of the supplies from the above orders have been received, other supplies are on order, and some are still awaiting price lists.

Mr. Doug Woodhams, Headmaster, should meet immediately with his academic staff, go over the lists of material and supplies referred to above, and come up with a revised list of supplies and equipment that would be necessary to carry on their academic school program for the academic year 1972-73. They should be realistic in their approach because of the limited physical facilities to work with. Classroom furniture I would leave for the present because new furniture would add nothing to the present physical facilities.

PART "B"

RESULTS OF MEETINGS

1. MR. ALEX McCABE - PRINCIPAL - REGIONAL VOCATIONAL HIGH SCHOOL

I met with Mr. Alec McCabe, Principal of the Regional Vocational High School.

Each year 8 to 12 boys from the Boys' School are enrolled in the Intermediate Industrial Arts Program. They spend approximately 10 weeks each in the following shops: Carpentry, Welding, Auto Mechanics, Machine Shop. This is a one year program and, if successful, a student can pick a certain trade he wishes to pursue. This would take two more years. A problem develops here because the average stay of a boy at the school is approximately seven months. A possible solution to this problem will be outlined in the final detailed report.

I was very pleased with the Principal's attitude towards the boys from the Home and a most pleasant relationship exists between the Home and the Vocational School. The Vocational School has an ideal physical plant and low teacher pupil ratio.

This type of co-operation is highly recommended and should be encouraged.

2. MR. GARNETT HOGG - PRINCIPAL - SHELBURNE REGIONAL HIGH SCHOOL

I met with Garnett Hogg, Principal, Shelburne Regional High School. Mr. D. Woodhams accompanied me on this trip.

Two to three boys each year are enrolled from the Boys' School in this High School. Relationship is good, except for one instance last year where communications seem to have broken down regarding one boy from the Boys' School. The boy was let go from the Regional High School with very little prior warning. Mr. Woodhams felt that the follow-up really should be the responsibility of the Boys' School since the Boys' School is the sending school. I agree with this approach.

There are a number of boys at the Boys' School who were in an adjusted or modified program in their previous school before coming to Shelburne. This Adjusted Program is offered at the Regional High School and Mr. Woodhams is going to explore the possibility of getting some of his adjusted pupils into the Regional High School. This Adjusted Program is offered at the Grade VII, VIII, and IX levels.

3. MR. CHESTER LEGROW - INSPECTOR - SHELBURNE COUNTY

I phoned Mr. LeGrow before I left for Shelburne and arranged for a meeting in Mr. Costello's Office. This meeting took place at 2 p.m., Thursday, September 14. Present were myself, Mr. Costello, Mr. Woodhams and Mr. LeGrow.

Mr. LeGrow indicated to us that his association with the school in the past was almost nil except during the last two years. He would certainly like to become involved in the school and offer any assistance that he is capable of giving. He would like to become a friend of the school.

As a result of our meeting, Mr. Woodhams will work closely with Mr. LeGrow in the future. Mr. LeGrow will be the School's contact with the Department of Education. Mr. Woodhams will be placed on the Department of Education's mailing list and he will now be contacted when in-service training programs are being held in the inspectorate. We must realize that the textbooks which are supplied to the Boys' School are supplied through the Department of Education and are the same textbooks which are used throughout the province of Nova Scotia. Because of the many changes in curriculum, new textbooks and programs are being offered each year and the Boys' School have to become deeply involved with the Department of Education. How are the teachers of the Boys' School going to keep abreast of the recent changes in curriculum development and programs if they are not going to participate in these in-service training programs? The Boys' School follows the school calendar as laid down by the Department of Education by which 4 days of the 195 days can be allocated for in-service training.

Besides taking advantage of the in-service training which is held in the inspectorate of Shelburne, leadership should be provided by the Specialist Services of the Department of Education. This Department is responsible for the administration and supervision of special classes: Emotionally Disturbed, Trainable Retarded, Auxiliary Classes, etc. This Department could provide expertise in the setting up of workshops and seminars for the teachers of the Boys' School. They could draw on resource personnel throughout the province in setting up such seminars and workshops. I would like to see these workshops and seminars on a practical approach rather than on a philosophical approach.

I found Mr. LeGrow a genuine, interested educator who has a contribution to make to this school.

APPENDIX F

FINAL REPORT

Submitted By

Angus MacKillop
Superintendent of Schools
City of Sydney

-1

Table of Contents

Chapter			Page
I	PHYSICAL FACILITIES		1
	A.	Present Physical Facilities	1
	B.	Proposed Physical Facilities	2
	C.	Present Equipment & Classroom Furniture	4
	D.	Future Provision of Equipment & Classroom Furniture	5
	E.	Classroom Supplies	5
II	PERSONNEL		7
	A.	Qualifications & Academic Training of Present Staff	7
	B.	Up-Grading of Staff	9
	C.	Salaries & Fringe Benefits	10
	D.	Additional Staff Needed	11
	E.	Staff Evaluation	12
	F.	School Counsellors	13
	G.	Conclusion	14
III	PROGRAM		16
	A.	Types of Programs	16
	B.	Deficiencies - Present Arrangement of Classes	20
	C.	Assessment Team	20
	D.	Pupil-Teacher Ratio	22
	E.	Evaluation and Reporting of Pupils	22
	F.	School on a Twelve Month Basis	23
IV	PROPOSED ADMINISTRATIVE STRUCTURE		25
V	IMPRESSIONS & CONCLUSIONS		27
	A.	Community Involvement	27
	B.	Problems of Concern	27
	C.	General Impressions	29
	D.	Conclusion	29
APPENDIX A -	SUMMARY OF RECOMMENDATIONS		30
APPENDIX B -	PROFILE OF INFORMATION FOR EDUCATIONAL PLANNING		34

CHAPTER I

PHYSICAL FACILITIES

A. Present Physical Facilities

Academic - The academic program is housed in six (6) classrooms.

When you walk into one of these academic classrooms, the immediate impression you receive is that they are bare and depressing. There is nothing at all stimulating about the environment -- some windows are dirty; very few windows have blinds; many markings on the walls; pupils desks are ancient and excessively marked; blackboards so old and poorly arranged as to make writing on them almost illegible, occasionally posts in the middle of the room -- in other words, a very depressing atmosphere.

Besides the six (6) academic classrooms, there is a small room, labelled the Reading Center, and another room labelled the Library. Both of these rooms are far from adequate for their intended function. The Teachers' Room, Headmaster's Office, and reception area are contained in the same building.

This academic building, known as Kingsmill, was a former Navy barracks. Information received by myself indicates that this building can be rather cold in the winter.

Gymnasium - The gymnasium has already been described in my interim report. The condition of the present gymnasium leaves much to be desired. It is situated a fair distance from the academic set-up. Added to this inconvenience is the fact that showers are not available.

Shops - Auto Mechanics, Carpentry, are in a building by themselves. Industrial Arts, Pottery and Handicrafts are contained in the academic complex. Although the shops are contained in old buildings, you do not get the same feeling of depression when you enter them as you do when you enter the academic classrooms. Because of the nature of the work done in these shops, and because of a reasonably good supply of equipment, there is a cosiness about the shops which is hard to describe. Nevertheless, the buildings housing the shops have outlived their usefulness.

B. Proposed Physical Facilities

During my stay at the Boys' School, I received from Mr. B. Costello, Superintendent, a copy of the initial draft -- Development Plan and Space Requirements, Nova Scotia School for Boys. After returning from Shelburne, I phoned Mr. MacKenzie, Department of Welfare, Halifax, to inquire if there were any working drawings to date. Mr. MacKenzie informed me that there were none. My comments then will be made in relation to the initial draft which I received from Mr. Costello.

Academic Instructional Areas - Under Academic Learning Areas, the initial draft calls for four (4) teaching spaces at 325 sq.ft. each and four (4) teaching spaces at 400 sq.ft. each. I have two comments to make in regard to the recommended number and size of these academic areas.

(a) The number of eight (8) academic classrooms should be increased to twelve (12) because pupil-teacher ratio should not exceed a rate of 12 to 1. Reasons for such a relatively low ratio will be discussed fully in Chapter III which deals with the academic program that should be offered at the school.

No provision has been made in the initial draft for the teaching of art and music. A room for each of these subjects should be included in the plans.

(b) I also take exception to the size of the suggested classrooms. Again, if the type of program outlined in Chapter III is to be implemented, a minimum of 40 sq.ft. per student is needed. Therefore, with 12 students in a classroom, the minimum classroom size should be 500 sq.ft.

Shops - 1500 sq.ft. as recommended would seem to be appropriate for the Industrial Arts room itself. However, no provision seems to have been made for storage, and storage space is essential. In addition, a small room for painting and finishing should be included. Space provided in the initial draft for the remaining shops would appear to be adequate.

Other Areas -

(a) Area size for Library and Gymnasium as recommended appear to be adequate. In this regard, top priority in regard to recreational facilities should be the gymnasium and stage area as outlined under the General Purpose Area of the initial draft. This facility should be given priority over the pool and ice rink which are also included in the initial draft.

(b) Space provided under Auxiliary Areas in the initial draft should include office space for the Headmaster's secretary, which position was recommended in my Interim Report. Also, the Headmaster's Office would seem to be cramped at the recommended 110 sq.ft.

(c) Later in this report I will outline the composition and functions of an Assessment Team whose services are needed in an institution of this type. Provision must be made for offices which will be required by this team.

The proposed Academic-Vocational-Gymnasium Complex is absolutely essential and the educational program should not be carried out in the present obsolete buildings beyond the 1972-73 school year.

C. Present Equipment and Classroom Furniture

Academic - Present academic equipment is almost nil. Classroom furniture is ancient and obsolete.

Shops - Equipment in the shops is in good condition and,except for a few needed items, there seems to be an ample supply of equipment to carry on the present program.

D. Future Provision of Equipment and Classroom Furniture

Academic Equipment - Audio-Visual equipment is vital to carry on a modern program of academic training. The use of films, tapes, recorders, overhead projectors, etc., is essential. The Headmaster, in consultation with his staff, must establish priorities in this field and follow a planned program in acquiring needed equipment.

Shop Equipment - Although present equipment in these shops, as noted above, is almost adequate, some replacement of older equipment and the addition of some more advanced machinery is called for. Once again the Headmaster, with staff consultation, must show the initiative in this area.

Classroom Furniture - In addition to up-to-date pupil and teacher desks, the academic rooms should include tables for science projects, social studies projects and other resource projects. This again is the responsibility of the Headmaster and his staff.

E. Classroom Supplies

Past Policy - As indicated in my Interim Report, the policy with regard to the ordering of supplies for the academic classrooms has been totally inadequate. The same situation does not exist in the shops where teachers have had more freedom with regard to ordering.

Future Policy - The Headmaster should assume full responsibility for the ordering of supplies in both academic and vocational areas. In other words, he should prepare a supply budget and be prepared to defend it before the Superintendent of the School. In the preparation of his supply orders, he must consult with his classroom and shop teachers who can best inform him of their needs.

The actual ordering should continue to be done by the business manager, Mr. Douglas Smith. After discussing the situation with Mr. Smith and because of the amount of work entailed in ordering for such a complex, coupled with the fact that tenders must be called for all orders over $50.00, a stenographer-bookkeeper is needed for the efficient operation of this office.

This procedure of calling for tenders for items over $50.00 greatly slows the ordering process and the receiving of supplies.

CHAPTER II

PERSONNEL

A. Qualifications and Academic Training of Present Staff

Academic Staff - In addition to the Headmaster, the academic staff consists of six classroom teachers and the physical education instructor.

Of the six classroom teachers, all are licensed teachers with one exception. The one exception has had three years of university training. Three of the present staff are in their first year at the Shelburne school. Only one staff member, Albro Hawkins, is in his first year of teaching; all others have had previous teaching experience. However, it is my belief that all are definitely lacking with regard to training and experience in the field of special education, which is so essential in a school of this type.

In my interviews with the present academic staff, it appeared that half of them (3) will be leaving next year. For the size of the staff, there seems to have been, in the past, a large turnover which is detrimental to the running of the school. We trust that some of our suggestions to follow in the hiring and upgrading of staff will reduce this high rate of turnover.

I would like to note that of those planning to leave, a desire for further education seems to be their main goal rather than a dislike for their teaching experience at the school.

I was highly impressed with the ability of Mr. R. Jefferson, the Physical Education teacher, and felt he was running an excellent program under adverse conditions.

Headmaster - Mr. Doug Woodhams - Mr. D. Woodhams arrived at the school only twenty-four hours before my arrival. He has an impressive academic background and from my short relationship with him he exhibited a real interest in, and a feeling for, this type of child. I believe, however, that he also should obtain a more extensive background in the field of special education. He, himself, expressed this opinion to me and outlined some tentative plans to obtain this specialized training by summer study.

I realize that my association with Mr. Woodhams was a very brief one. However, in this brief period, I did receive a distinct impression that, with proper encouragement and support from his superiors, he would do a very good job.

Shop Vocational Teachers - I was extremely impressed with the vocational staff. These men appeared to have a good background in their particular field, an interest in their pupils, and have been on staff of the school for a number of years. All appear to have made their home in the area and each will probably remain on staff until retirement.

B. Up-Grading of Staff

In-Service Training - As already noted, I believe the academic staff is in need of additional training and knowledge in the field of special education. In addition, with the rapid changes in the Nova Scotia school curriculum, an effort must be made to keep the staff abreast of changing curriculum and teaching methods.

These two goals can be achieved by using a variety of means:

(a) The teachers must become involved in the in-service that is presently being conducted in their area through the office of the Inspector of Schools and by the local school system.

(b) The Specialist Services Division of the Department of Education must become involved in providing special in-service training for these teachers, at the school.

(c) Summer School Bursaries should be provided by the Department of Welfare to encourage these teachers to pursue studies in the field of special education during the summer months.

(d) A professional staff library should be set up at the School as per Recommendation number nine of my Interim Report.

(e) A program of visitation should be arranged and financed by the Department of Welfare to enable the Shelburne teachers to visit similar institutions in order for them to study other educational systems and programs.

(f) The Department of Welfare should consider initiating sabbatical leave so that interested teachers could pursue post-graduate studies on a full year basis.

Hiring Policy - In future no person should be permitted to teach at the School unless he or she possesses a valid Nova Scotia Teachers' Licence. If at all possible, no teacher should be hired unless he also has some training in the field of special education.

I would refer you to my Interim Report, recommendations ten and eleven, where I outlined a method of involvement on the part of teacher training institutions in this province and the Atlantic Institute of Education in the hope that well-qualified student teachers might be attracted to the school staff.

As also outlined in my Interim Report, recommendation number eight, the hiring of staff should be the prerogative of the Headmaster in consultation with the Superintendent of the School.

C. Salaries and Fringe Benefits

Salaries - Salaries of present staff as outlined to me would certainly appear to be competitive. Judging from my information, salaries now being paid are up to $1,000.00 or more higher than the 1973 Foundation Program Salary Scale for teachers in Nova Scotia. Therefore, the salary level should have some incentive value in atrracting teachers.

Fringe Benefits - We have already recommended certain fringe benefits that should be offered to teachers at the school. These should include such items as bursaries and sabbatical leave. I am aware that some of the teachers and counsellors are provided with subsidized housing at a nominal fee. I believe this is a good policy and should be offered to all teachers wishing to take advantage of it.

D. Additional Staff Needed

(a) Assessment Team - I would recommend that an Assessment Team, consisting of a psychiatrist, a psychologist, a speech therapist, a reading specialist and a program co-ordinator, be established at the school. The program co-ordinator should also serve as Vice-Principal at the academic-vocational complex. I will outline the purpose and duties of this Assessment Team in the next chapter.

(b) Classroom Teachers - Added to the staff should be a music teacher and an art teacher. It is also my opinion that additional classroom teachers are needed. Reasons for this opinion will be discussed under Chapter III, Program.

(c) Teacher Aids - Because almost every child committed to the school has experienced difficulty in his school work, he is in need of a great deal of individual attention. Even at the reduced teacher-pupil ratio which will be recommended in the next chapter, I do not think it is possible for a teacher alone in the classroom to give the individual help necessary. Therefore, it is my recommendation that each classroom should have a teacher aid who will work with individuals or small groups under the direction and guidance of the teacher. It is not necessary for teacher aids to be qualified teachers but it is necessary that they be people with a feeling and concern for these children. These people should have a reasonable level of education, grade X or higher, and if possible, should have had some previous experience in working with children.

(d) Substitute - In my Interim Report, recommendation number five, I outlined the need of a substitute teacher for the school.

(e) Librarian - A well-stocked and efficiently-run library-resource center is the heart of any school. A full time librarian should be hired for the proposed library in the new school complex. The librarian should be responsible to the Headmaster.

E. Staff Evaluation

Evaluation - I was given to understand that all teachers are evaluated on a once-a-year basis. One of the major duties of the Headmaster should be the evaluation and upgrading of his staff.

Teachers newly employed should be hired for a probationary period of two years, during which time there should be frequent visits to the classroom by the Headmaster and at least two formal evaluations each year. After the probationary period, formal evaluation reports could be limited to one per year but classroom visitation, expecially of an informal variety, should continue to be done regularly by the Headmaster.

It is the responsibility of the Headmaster to recommend the dismissal of a teacher to the Superintendent of the School. Except for a very grave reason, his recommendation should be followed by the Superintendent as it is the Headmaster who should be chiefly responsible for the academic program and the evaluation of his staff.

F. School Counsellors

Counsellors - It may not be within the scope of my responsibility to comment on the role of the counsellors as they are not directly involved in the academic program of the school. However, as I believe they have a very definite indirect influence on the boys' relationship with their teachers and the academic program, there are two points I would like to make:

(a) Training - In my conversation with the Chief Counsellor, Don Higgins, he indicated to me that most of the counsellors had no training for their position. Rather, it was a matter of learning as they worked.

It would seem imperative that some sort of training program be given to counsellors when they are hired. It should be the responsibility of the Chief Counsellor to initiate such a training program. I was pleased to hear that ten of the counsellors are planning to enrol in a correspondence study course from the School of Adult Education, McMaster University. This type of continuing study on the part of the counsellors in the field of human development and behavior should be encouraged.

(b) Headmaster - Head Counsellor - For the sake of the child, there must be good rapport between teachers and counsellors. This rapport must begin on the top level and Headmaster and Chief Counsellor must exhibit an understanding and flexibility in their dealings with one another. I have some misgivings that the proper spirit of co-operation between the Headmaster and Chief Counsellor has been somewhat lacking in the past. In order to develop a proper atmosphere of mutual help, regular meetings of the two personnel should be established.

C. Conclusion

Conclusion - I am fully aware that the recommendations regarding personnel in this chapter would mean the hiring of six additional academic classroom teachers, an art teacher, a music teacher, a librarian, five specialists in various fields for the Assessment Team, a substitute teacher, and twelve teacher aids. Obviously, it is a program which cannot be implemented in one year. My own experience as a Superintendent of Schools has made me aware that even if money and specialists are available, a great deal of planning is necessary if additional personnel are to be of real benefit to an educational system.

What is needed is for priorities to be established and a planned program of additions to personnel carried out over the next four or five years. However, procrastination in this area is also to be avoided.

CHAPTER III

PROGRAM

A. Types of Program

Regular Academic Program - It is my contention that these children will profit very little from a traditional type of education in which order, routine, a certain level of achievement and discipline, are deemed to have already been instilled in the child. These children lack the home background and parental interest necessary to develop these traits so essential to the learning process in the traditional classroom.

In my view, a proper academic program for such children has four aspects:

(a) The basics -- The major emphasis in the Academic Program must be in developing basic reading, writing, and arithmetic skills. Regardless of the grade level attained by the boys before being committed to Shelburne, I am convinced that testing would reveal that the majority are lacking in the basic skills of reading, writing and arithmetic which are the essentials of the educational process. Even though very few of these boys will continue their academic education into high school and university, nevertheless, they need basic skills if they even hope to gain entrance into vocational, trade and technical institutes. It is for this reason that the major function of the Shelburne School in the academic area must be concentrated on upgrading these vital basics.

(b) Exploratory - For some time now educators have paid lip service to the philosophy that children learn best by doing. At last theory is being put into practice and we are moving into the era of pupil participation. I agree whole-heartedly with this development. We have learned also that children learn not only through the senses of hearing and seeing but also through the senses of touching, feeling, smelling, etc. It is an educational fact that by participation in the learning process and by the use of all their senses, children learn better, learn faster and retain longer. In the case of these boys, many of whom are hyperactive, there is an added benefit if they become actively involved in the learning process.

For these reasons, it is imperative that a section of each classroom be set aside for exploratory tasks. In this area, children will learn science by performing and participating in experiments, and they will learn social studies by working together on well-defined and interesting projects.

(c) Order - These children, usually because of home background, are definitely lacking in the area of order and discipline. Order tasks help the child to adapt to routine, follow directions, complete assignments and control his behaviour. In this context, the use of puzzles, visual motor training, readiness work sheets, simple tracing, design copying, and visual discrimination tasks form the basis of the teaching.

(d) Physical, Emotional and Aesthetic Development - It is in this most important area of a student's development that physical education, music and art play a definite part in the academic program. I reject emphatically the philosophy that these are frills on the educational system; to me, they are a vital part of it. Many of these boys have a talent in these areas, and the feeling of success and accomplishment resulting from participation gives them a feeling of personal worth that must be encouraged.

It is because of the program outlined above, whereby the classroom must have an area to teach basics, a work area for the exploratory tasks, and a third area for the order tasks, that I took exception to the size of the proposed new classrooms in Chapter II.

The type of program envisioned is also the reason why I recommended, in the last chapter, the hiring of a teacher aid for each classroom. If the classroom is to have three areas with individual and group work being carried on at the same time, the teacher obviously needs the services of some type of assistant.

Vocational

(a) Shop Program at Shelburne - As previously indicated, I was favourably impressed with both the staff and program that is being carried on in the vocational area in the Shelburne School for Boys. It appears to me as if the present program is a very good one and could be easily introduced into the new proposed shop set-up.

(b) Intermediate Industrial Arts Program - In my Interim Report on page 10,referred to the Intermediate Industrial Arts Program carried on at the Regional Vocational High School. This could be, and is, a very good program for many of these boys. At the conclusion of the program, successful pupils may enter a further two-year course in a particular trade. The problem is that the boys at Shelburne cannot take advantage of this possibility because their average stay at the Home is approximately seven months. The solution to this problem could be the establishment of a Group Home in the town of Shelburne where boys wishing to pursue a two-year vocational program could live. Mr. Costello indicated to me that a house is available at the present time and is owned by the Department of Public Works. The feasibility of this suggestion should be explored.

High School and Special Programs

A good working relationship is necessary between the Headmaster and the Principal of the Regional High School. Boys from Shelburne who are enrolled in the high school grades should continue to use the facilities of the Regional High School as they have done in the past.

In addition, provision should be made to enrol some boys in the adjusted program at the junior high level if, in the opinion of the Headmaster and the Assessment Team, this is the program from which they can derive the most benefit.

B. Deficiencies in Present Arrangement of Classes

As noted in my Interim Report, Shelburne's School for Boys initiated this year a Cottage System whereby boys are grouped according to size and age and attend class on the same basis. This means that in each classroom you have three or four grade levels. The idea of grouping boys in living quarters according to age and size may be a very good one. However, when it is extended to the academic classroom, it makes no sense whatsoever, educationally speaking. In academic classrooms, although age should be considered in grouping pupils, reading and achievement levels should form the basis of selection. I would strongly recommend the abandonment of the present method of class selection.

C. Assessment Team

The reference to the arrangement of pupils in classes made above, leads naturally to an outlining of the function of the Assessment Team referred to earlier in this report.

Most school boards in the province of Nova Scotia are sadly lacking in the provision of trained personnel to properly diagnose and provide remedial help to children with learning and behavioural problems. The overwhelming majority of boys at Shelburne are in need of such help. As a matter of fact, I believe that the absence of this help has resulted in these children being problems in school and is, therefore, at least partially responsible for their having been sent to Shelburne.

The makeup of the Assessment Team was outlined in the previous chapter. The function of this team would be to talk to and administer tests to the incoming boy. In this way, his emotional problems, his intellectual ability, reading level, achievement level, etc., can be determined. It is on the basis of this information that the class placement of these boys should be made. Using this information, the Program Co-ordinator can outline an academic program for use by the classroom teacher which suits this individual child.

This Co-ordinator must have a very broad background and extensive training in the field of special education, with special emphasis in the field of educational programming. His function in the academic program is so important and vital that he should be the direct assistant to the Headmaster as Vice-Principal.

Appendix B is a sample of the type of rpeort that should be compiled on each boy by the Assessment Team. Using this report, the Program Co-ordinator can outline an academic program to suit each individual child.

D. Pupil-Teacher Ratio

In the chapter dealing with personnel, I indicated that additional classrooms and classroom teachers would be needed. The present teacher-pupil ratio for children of this type is too high. If these children are to be helped academically, the pupil-teacher ratio should be in the vicinity of 12 - 1. This will require, at peak times, approximately 12 classrooms and 12 teachers. The type of program outlined previously in this chapter makes such a ratio imperative.

It is my sincere belief that under present conditions very little has been accomplished with these boys academically speaking, and the teachers, through no fault of their own, can perform little more than a care-taking role. Lower pupil-teacher ratios, the provision of specialists (Assessment Team), the up-grading of the staff in the field of special education, the provision of teacher aids, are all necessary if these boys are to be helped academically.

E. Evaluation and Reporting of Pupils

I was not impressed with the present system of pupil evaluation. The Headmaster and academic-vocational staff should make an immediate study of pupil evaluation and devise a more appropriate and meaningful system. Whatever type of evaluation is devised, the evaluation of these boys should be done by academic and vocational teachers meeting together and discussing the progress of each individual child.

The present system of reporting pupil progress also leaves much to be desired. Speaking to principals in my jurisdiction, the opinion was general that the information received from Shelburne on boys returning from the Shelburne School was not too helpful in placing these pupils. In its reporting procedure, the School for Boys should avoid the use of letter and numerical marks. An anecdotal report on the boys' academic achievement and academic problem areas would be much more helpful to the receiving schools. The report should outline in detail the type of program followed by the boys at the School. Such information would be invaluable in the proper placement of these children when they return to their former school systems.

The foregoing is not meant to be unduly critical of the reporting procedure followed by the School for Boys in the past. In many cases the reports sent from the School were far superior to the reports received at the School from the school systems which the boys had attended before being committed.

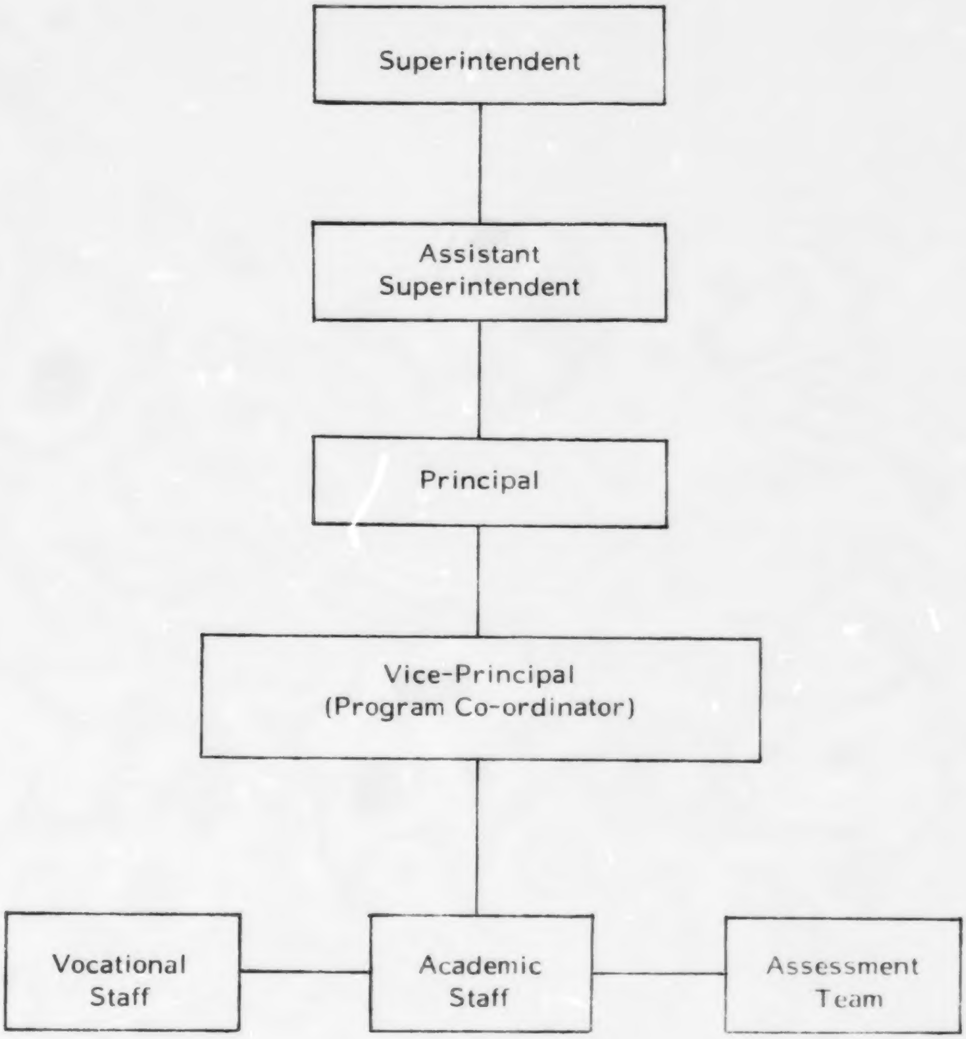
F. School - On Twelve Month Basis

I have been asked to comment on the possibility of the boys at Shelburne attending classes on a twelve month basis. Most pupils, whether at Shelburne or elsewhere, are in need of some relief from classroom routine for a period of time. In conversation with the academic and vocational teachers they were unanimous (with one exception) in declaring that they could not teach effectively during the summer months. It is my own opinion that both teachers and pupils need some relief from the classroom at some time during the calendar year.

The one person who expressed an interest in teaching during the summer was the physical education teacher. I believe his services could very well be used in devising and conducting a recreational program for the summer months for those boys who are not at camp.

CHAPTER IV

PROPOSED ADMINISTRATIVE STRUCTURE


Superintendent
Assistant Superintendent
Principal
Vice-Principal (Program Co-ordinator)
Vocational Staff
Academic Staff
Assessment Team

The proposed administrative structure as outlined is self-explanatory.

A few comments regarding the chart are in order.

(a) The title of Headmaster should be replaced by the title, Principal.

(b) The Vice-Principal fills a dual role. As Vice-Principal, he is the direct assistant to the Principal in the administration and supervision of the school. As Program Co-ordinator, he is the head of the Assessment Team.

(c) The Social Services Branch is not included in this line and staff chart which pertains to the academic-vocational set-up only. It is understood that there must be close co-operation between the educational and social services section of the school.

CHAPTER V

IMPRESSIONS AND CONCLUSIONS

A. Community Involvement

In my Interim Report I commented on the discussions I had with educational leaders in the community. As noted, I was impressed by their attitude toward the school and by their willingness to be of help. The Principal, Mr. Woodhams, should maintain a close relationship with the local Inspector of Schools and the heads of the local school system.

I was encouraged to hear from the Superintendent about the recent involvement of Shelburne's service clubs with the School. I understand that various service clubs have "adopted" a cottage and that members of the club visit the cottage to talk, play cards and visit with the boys. Most of these boys have suffered in the past from a lack of involvement and concern on the part of their parents, especially their fathers. I trust that this program on the part of the service clubs will flourish and grow. It seems to me to have great potential.

B. Problems of Concern

Two other problems are cause for concern. Most of these boys upon release will return to deplorable home conditions leading directly to their eventual return to the school. They will return also to schools and school systems which do not have the trained personnel needed by these boys if they are to achieve success in our educational system. There is a need for Group Homes so that many of these boys do not return to the home situations which caused their initial problems. There is also need for co-operation between the provincial Department of Welfare, the provincial Department of Education, and local school systems in making available specialist educational services in every school area of this province.

In addition, I would like to comment on three other minor concerns.

At the present time, a person could pass the entrance of the School without being aware of its existence. In the landscaping of the new building, provision should be made for a prominent, well-lighted name sign. Secondly, I see no need to retain the name Kingsmill for the academic school. The Nova Scotia School for Boys should be the only name used for the Institution. Thirdly, it is unfortunate that because of the location of the School, the opportunities for visitation on the part of families and friends are extremely limited. This leads to a sense of isolation on the part of the boys.

C. General Impressions

I was favourably impressed by the physical facilities of the main administration building, the cafeteria, the cottages, and the counsellors' quarters. The facilities in the academic and vocational areas have become obsolete.

I was also favourably impressed with the general outlook and background of the academic and vocational staff. As noted already, I believe the new principal, Mr. D. Woodhams, will be a decided asset to the new school.

I am indeed indebted to the Superintendent, Mr. E. Costello, for the courtesy and co-operation extended to me by himself, particularly, and by all members of his staff during my visit.

D. Conclusion

I welcomed the opportunity to visit the school. I sincerely hope that as a result of my study and report some changes will be initiated that will improve the academic, vocational, and cultural background of the boys confined there. The underlying purpose behind all my recommendations is to provide a more equitable educational opportunity for these boys so that their chance of becoming worthy and useful citizens will be enhanced.

APPENDIX "A"

SUMMARY OF RECOMMENDATIONS

A. Physical Facilities

1. Immediate steps must be taken to replace the present outmoded and obsolete buildings housing the academic, vocational, and gymnasium facilities.
2. Number of academic classrooms in proposed new facility should be twelve instead of eight. In addition, an art classroom and a music classroom should be included.
3. Size of proposed academic classrooms should be increased to a minimum of 500 sq.ft.
4. Storage area and small room for painting and finishing should be added to proposed Industrial Arts Shop.
5. Space provided under auxiliary areas in new proposed facility should include office space for Principal's secretary.
6. Recommended size of Principal's office should be increased.
7. Offices must be provided for Assessment Team.
8. The Principal must accept responsibility, in consultation with his staff, for upgrading academic and shop equipment and furniture.
9. The Principal should assume full responsibility for the ordering of supplies in both academic and vocational areas subject to approval by the Superintendent.

B. Personnel

1. A Vice-Principal should be appointed for the academic-vocational complex. This person should also be the head of the Assessment Team as Program-Co-ordinator.

2. A stenographer-bookkeeper should be hired to assist the Business Manager.

3. A clerk-typist should be hired for the office of the Principal.

4. An assessment team consisting of a psychiatrist, psychologist, speech therapist, reading specialist and program co-ordinator should be established.

5. A music teacher, an art teacher, a librarian, six additional classroom teachers should be added to the school staff.

6. A teacher aid should be employed for each classroom.

7. A substitute teacher, as per recommendation number five of the Interim Report, should be hired.

8. An assistant-Superintendent with a broad background and training in the field of education should be appointed.

9. Qualifications and academic background of the staff must be upgraded by the various means outlined in Section B, Chapter II.

10. All teachers employed should have a valid Nova Scotia Teachers' Certificate.

11. The hiring and dismissal of academic and vocational staff should be the prerogative of the Principal in consultation with the Superintendent.

12. Teachers newly employed should be hired for a probationary period of two years.

13. The Principal should be responsible for the evaluation of his staff.

14. The Physical Education Instructor should be responsible to the Principal rather than the Chief Counsellor.

15. The Program Co-ordinator should fill a dual role as Vice-Principal of the school.

16. Subsidized housing should be provided to all teachers.

17. A training program for counsellors should be initiated by the Chief Counsellor.

18. Regular meetings of the Principal and Head Counsellor should be held so as to develop a spirit of mutual help and co-operation.

19. A professional Staff Library should be established at the school, as per Recommendation number nine of my Interim Report.

C. Program

1. A new type of academic program, as outlined in Section A, Chapter III, should be established.

2. A Group Home should be established in Shelburne to house those boys wishing to pursue a trade at the Regional Vocational School.

3. Provision should be made to enrol boys in the Adjusted Program at the Regional High School.

4. Present arrangement of academic classes, according to the Cottage System, should be discarded. Pupils should be placed as recommended by the Assessment Team.

5. Pupil-teacher ratio should be reduced to a ratio of approximately 12 - 1.

6. The system of pupil evaluation and reporting should be studied and upgraded by the Principal and his staff.

7. Length of school year should remain the same as for all other Nova Scotia public schools.

8. The Superintendent and Principal should arrange with the Teacher Training Institutions a program of practice student teaching at Shelburne as outlined in recommendations number ten and eleven of my Interim Report.

9. The possibility of using the services of the physical education teacher in devising and conducting a recreational program in the summer months for those boys not at camp should be investigated.

D. Miscellaneous

1. The title of Headmaster should be replaced by the title, Principal.

2. The name Kingsmill should no longer be used for the academic complex. The Nova Scotia School for Boys should be the only name used by the institution.

3. A prominent, well-lighted name sign at the entrance of the institution should be included in the landscaping of the proposed new building.

4. Group Homes should be set up in various areas of the province so that many of these boys do not have to return to the home situations which caused their initial problems.

5. A concerted effort [illegible] the part of the Provincial Departments of Welfare and Education, along with local school boards, must be initiated in order to provide needed specialist educational services in every school district of this province.

PROFILE OF INFORMATION FOR EDUCATIONAL PLANNING

DISTRICT ______

ME ______ DATE ______

BIRTHDATE ______

Wechsler Intelligence Scale for Children												Frostig Developmental Test of Visual Perception					Speech & Language Evaluation				Physical Skills					Academic Achievement				
Verbal						Performance																								
Information	Comprehension	Arithmetic	Similarities	Vocabulary	Digit Span	Picture Completion	Picture Arrangement	Block Design	Object Assembly	Coding	Mazes	Eye-Motor Coordination	Figure Ground	Form Constancy	Position in Space	Spatial Relations	Receptive Language	Expressive Language	Auditory Skills	Articulation	Gross Motor	Fine Motor	Laterality	Directionality	Posture	Reading	Arithmetic	Spelling	Writing	Scores
																														Adequate
																														Needs Help

*To be filled out at Educational Planning Committee and used for initial planning. Complete file of all information to be studied as diagnostic teaching is in progress.